



Analytical Concept

Development of a Multinational Information Strategy

Final Draft Version 1.0



Bonn, 31 October 2008

This is the final MNE 5 document on "Development of a Multinational Information Strategy". Contact peterwestenkirchner@bundeswehr.org for inquiries regarding subsequent updates beyond MNE 5 efforts.

(The approach to strategic and political guidance for interagency information activities will be continued, further refined and described for practical application in the Multinational Experiment 6 Framework Concept "Strategic Communication in Support of Multinational Coalition Operations within a Comprehensive Approach".)

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14. ABSTRACT Within the MNE 5 enabling focus area Coalition Information Strategy / Information Operations (IS) an integrated concept was developed to describe methods for enabling and promoting relationships with all appropriate actors (civil, military, governmental, and non-governmental) contributing to crisis management and acting in and on the information environment. The purpose of this concept is to promote the appropriate consideration of the information factor and the information environment, and the integration of information activities across relevant actors in crisis interventions. The proposed conceptual solution is an Information Strategy providing strategic and political guidance for interagency information activities.					
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Point of Contact:

Kommando Strategische Aufklärung (KdoStratAufkl)
- Gruppe Informationsoperationen (Grp InfoOp) -
Attn: LTC Peter E. Westenkirchner
Robert-Schuman-Platz 3
D-53175 Bonn, Germany
Phone: +49 (0)228 43320-464
E-mail: peterwestenkirchner@bundeswehr.org

Preface

This Analytical Concept supports the Multinational Experiment (MNE) Concept Development and Experimentation (CD&E) campaign in the 2007-2008 timeframe and beyond. It is based on the common conceptual understanding of information activities as developed by the Multinational Information Operations Experiment (MNIOE) project and described in the MNIOE Framework Concept "The Information Factor within a Comprehensive Approach to Multinational Crisis Management".

The MNE 5 focus area 'Coalition Information Strategy/Information Operations' (IS)¹ has a twofold purpose, realised by MNIOE:

- 'Information Strategy': In the first part, MNIOE is developing an integrated concept that describes methods to enable and promote relationships with all appropriate actors (civil, military, governmental, and non-governmental) in the information environment. This includes the development and initial thoughts on the implementation of strategic and political guidance for interagency information activities; the harmonisation of information activities amongst multinational partners (considering national caveats, cultural/political originalities, and legal restrictions); and the determination of related information sharing requirements.
- 'Information Operations'²: In the second part, MNIOE is developing an integrated concept that describes methods for the implementation of a multinational Information Strategy in the military, focused on the provision of advice and co-ordination regarding military activities affecting the information environment below the strategic level, including appropriate interagency interfaces.

This Analytical Concept translates basic ideas of the MNIOE Framework Concept into actionable information with a focus on the policy/decision-making level. Its purpose is to support concept validation of the MNE 5 principal focus areas in a multi-faceted experiment setting that corresponds to the overarching Comprehensive Approach³ theme.

Although CD&E within MNE mainly refers to Coalition operations, the principles outlined in this Analytical Concept should be applicable to multinational crisis management activity in general, regardless of organisational form. Therefore, the combination of terms 'Coalition/Alliance' or just the adjective 'multinational' are used wherever possible; MNE specific information will use the term 'Coalition' – to be understood in a broader sense as indicated above.

The Analytical Concept is written as a stand-alone document, which can be straightforwardly used without permanently cross-referencing other concept papers,

¹ Although in MNE 5 the focus is on Coalition operations, related MNIOE concepts will be developed to address both Coalition and Alliance requirements in a broader context.

² The concept of Information Operations (Info Ops) developed by MNIOE for the MNE series within a CD&E context differs from extant concepts known by the same name. It suggests a fundamentally different approach to information activities, e.g., compared to the U.S. concepts of 'IO' or 'Strategic Communication'. See *Section 2.7* for details.

³ See *Chapter 1* (CD&E Context) and *Chapter 2* (Operational Context).

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so that it provides a comprehensive overview in a compact format. However, authoritative guidance for the main processes employed in MNE 5 – analysis, planning, management/execution, and evaluation/assessment of operations – is only provided by the respective principal focus area documentation.

Key reference documents⁴ used for this Analytical Concept are:

- DEU Strategic Reconnaissance Command (KdoStratAufkl) / MNIOE: The Information Factor within a Comprehensive Approach to Multinational Crisis Management, Framework Concept, Version 3.0, Second Draft, 31 October 2008.
- United States Joint Forces Command – Joint Innovation and Experimentation Directorate (USJFCOM-J9): The Comprehensive Approach: A Conceptual Framework for MNE 5; Draft Working Paper, Version 0.11, 18 September 2007.
- USJFCOM-J9: MNE 5 Experiment Design Document, Working Draft, 17 August 2007.
- FRA Centre Interarmées de Concepts, de Doctrines et d'Expérimentations (CICDE): Multinational Interagency Strategic Planning – Strategic Planning Guide, Version 8.0, 24 September 2008.
- GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept, Version 2.9, 08 August 2008.
- GBR DCDC / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – The Planning Process for the Interagency Implementation Forum, Version 1.0, 08 February 2008.
- NATO HQ Allied Command Transformation (ACT): Effects-Based Approach to Multinational Operations – CONOPS with Implementing Procedures, Draft, Version 1.52, 05 August 2008.
- DEU Bundeswehr Centre for Transformation (ZTransfBw): Draft Framework Concept for Knowledge Development, Version 1.0, 14 March 2007.
- FIN Ministry of Defence: Shared Information Framework and Technology – Concept Draft, Version 0.5, April 2008.
- DEU Industrieanlagen-Betriebsgesellschaft mbH (IABG): MNIOE Limited Objective Experiment (LOE) 3A – Analysis Report. Ottobrunn, 27 March 2008.
- DEU Industrieanlagen-Betriebsgesellschaft mbH (IABG): MNIOE Limited Objective Experiment (LOE) 3B – Analysis Report. Ottobrunn, 06 June 2008.

⁴ The *Bibliography* of the MNIOE Framework Concept provides a list of literature containing reference sources as well as publications used for baseline assessment.

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Executive Summary

This Analytical Concept describes the approach to a multinational 'Information Strategy' as developed within the frame of the USA-led Concept Development and Experimentation (CD&E) campaign Multinational Experiment (MNE) 5 in the 2007-2008 timeframe.

The context of MNE 5 is the 'Comprehensive Approach' seeking to incorporate government and non-government actors and effectively use all appropriate national and international levers of power in a crisis to shape a regional environment and create stability. The Comprehensive Approach aims at broadening the scope of crisis management by comprehensively engaging all relevant (civil and military) ministries/departments, agencies and organisations in an interagency manner.

The principal focus areas covering overarching conceptual themes in the MNE 5 context are 'Multinational Interagency Strategic Planning', 'Cooperative Implementation Planning', and 'Cooperative Implementation Management and Evaluation'. These concepts outline processes and structures for multinational interagency planning and implementation, including the resulting products.

Within the MNE 5 enabling focus area Coalition Information Strategy / Information Operations (IS) an integrated concept was developed to describe methods for enabling and promoting relationships with all appropriate actors (civil, military, governmental, and non-governmental) contributing to crisis management and acting in and on the information environment.

The purpose of this concept is to promote the appropriate consideration of the information factor and the information environment, and the integration of information activities across relevant actors in crisis interventions. The proposed conceptual solution is an 'Information Strategy' providing strategic and political guidance for interagency information activities. This approach is based on the understanding of the information factor as developed by the Multinational Information Operations Experiment (MNIOE) project, and is tailored to the provisions and interfaces provided by the MNE 5 principal focus areas.

Chapter 1 of this Analytical Concept describes the *CD&E background* and the context of MNE 5, including the scope of the Information Strategy construct and its relations to relevant other MNE 5 concepts.

Chapter 2 explains the *operational context* in terms of fundamentals and real-world deficiencies identified by thorough baseline assessment, which should be addressed by new conceptual solutions: the Information Strategy is introduced and its conceptual relations to other emerging and extant concepts are described.

Chapter 3 outlines the *principles and content* of an Information Strategy and related relationships to products from the overarching strategic and implementation planning processes. Furthermore, the relevance of the Information Strategy to an effective Information Campaign, comprising national, strategic-political initiatives as well as in-theatre, implementation-level activities, is explained.

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Chapter 4 describes the *development process* of an Information Strategy as well as specific organisational elements involved in this process. The development process and its structural application are tailored to the strategic and implementation planning processes and respective interfaces provided by the principal MNE 5 focus areas.

In order to facilitate the application of its conceptual provisions, this concept document also contains some annexes with suggested guidance. Annex A and the attached Appendix A-1 supply a taxonomy and a set of guiding questions in support of a comprehensive and systemic *analysis and assessment of the information environment*. Annex B contains proposals for the *development of Information Objectives* as conditions to be created in the information environment in support of the achievement of political and strategic aims. Annex C details the *development of themes and messages* to be included in an Information Strategy. Annex D suggests a *format* for an Information Strategy document. Annex E contains *generic job descriptions* for key personnel involved in the development of the Information Strategy. Annex F lists the *study issues* addressed by the enabling focus area IS during MNE 5. Annex G completes this document with a *lexicon* of relevant definitions and acronyms.

1 Concept Development and Experimentation Context

1.1 Background

1.1.1 CD&E Methodology

The MNIOE project applies the transformation method of 'Disruptive Innovation'⁵, not directly referring to any existing national or multinational policy or doctrine. According to this method, which was initially introduced for technology innovation in the civil economy, the so-called 'development S-curve' forms the centrepiece of thinking about innovation strategy. It suggests that the magnitude of a product's performance improvement in a given time period or due to a given amount of engineering effort is likely to differ as technologies mature. The theory posits that in the early stages of product development, the rate of progress in performance will be relatively slow. As the product becomes better understood, controlled, and spread, the rate of improvement will accelerate. But in its mature stages, the product will approach a natural or physical limit such that ever greater periods of time or inputs of engineering effort will be required to achieve improvements (see Figure 1).

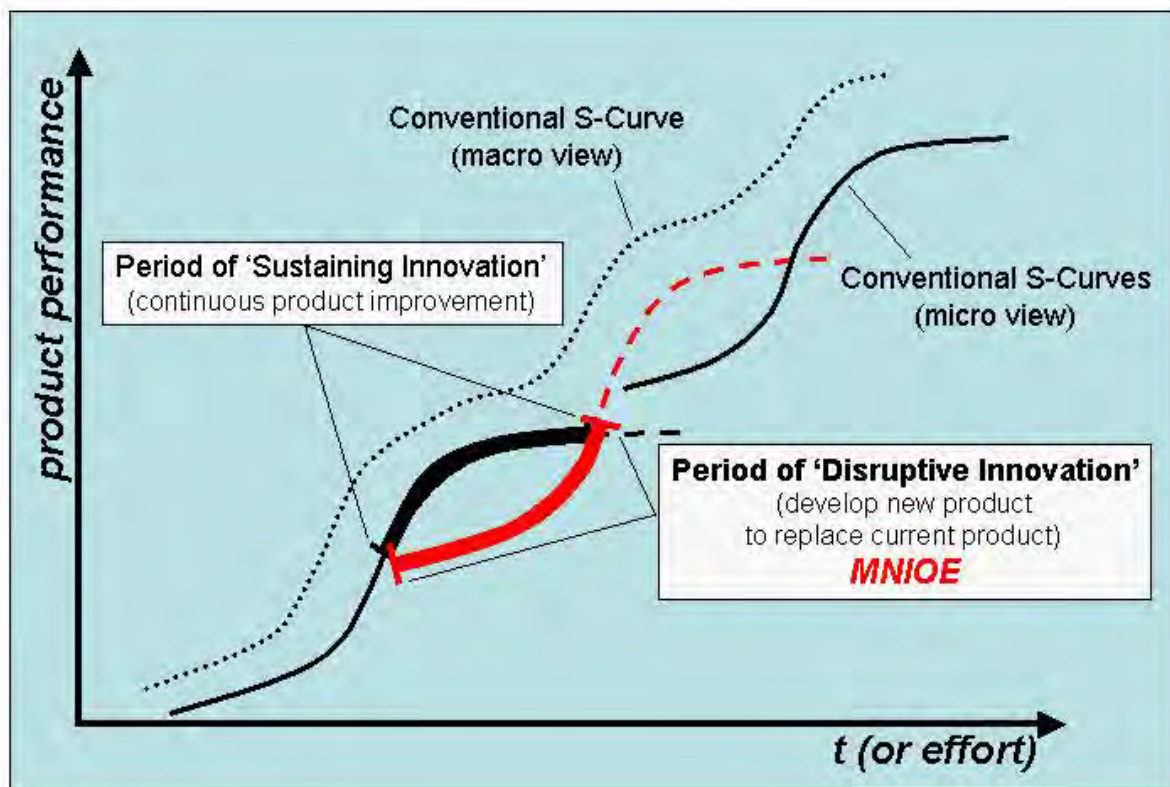


Figure 1: The CD&E Method of Disruptive Innovation⁶

Products developed using the 'disruptive' approach emerge and progress on their own, uniquely defined trajectories, in another home value network⁷. I.e., innovators

⁵ Clayton M. Christensen: "The Innovator's Dilemma". Harvard Business School Press, 1997.

⁶ Based on: Christensen, op.cit.

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do not further develop existing products any more, but start from scratch – thinking 'outside the box' – only having in mind the common purpose of products developed in parallel. If and when they progress to the point that they can satisfy the level and nature of performance demanded in the other (extant) value network, the 'disruptive product' could then replace the established product. The essence of transformation is to identify when the point of inflection on the present development S-curve has been passed, and to identify and develop whatever successor product rising from below will eventually supplant the present approach. Hence, the challenge is to successfully switch approaches at the point where S-curves of old and new intersect. This will be done as a result of prototyping, provided that the new approach has reached the maturity to stand scrutiny.

MNIOE has chosen to apply the disruptive approach to CD&E in order to faster come up with actionable recommendations – tangible products – in support of multinational interoperability⁸.

1.1.2 The Multinational Experiment Series

The Multinational Experiment (MNE) series, led by USJFCOM-J9, is a multinational CD&E program the purpose of which is the development and validation of new concepts that provide solutions for identified real-world operational challenges. Since 2001, MNE has characteristically focused on military operational-level processes, organisation and supporting technology, involving both academic subject matter expertise and current operators/practitioners. Meanwhile the scope of MNE has evolved to cover the whole spectrum of military and civil (interagency) crisis/conflict prevention and resolution in Coalition engagements.

Partner countries have traditionally led limited objective experiments (LOE) in their home nations. The various venues such as seminars and LOE that lead up to a larger, capstone event have been distributed among the home nations of partner countries. This building block approach allows insights to emerge over the course of a CD&E campaign and contributes to the reduction of the complexity of analysis issues in the capstone events.

1.1.3 The MNE 5 Campaign

MNE 5 is the fifth in a series of experiments conducted by a coalition of multinational partners. The overarching conceptual framework and central theme for MNE 5 is called the Comprehensive Approach⁹. A primary goal is to identify if there is a core group of interagency participants needed to facilitate a stable international environment. A related goal would be to develop an initial capability to enable uninterrupted, day-to-day involvement across agencies, to support crisis

⁷ "Within a value network, each firm's competitive strategy, and particularly its past choices of markets, determines its perceptions of the economic value of a new technology." (ibid)

A 'value network' describes a product system that incorporates a nested network of producers and markets – or concept developers and practitioners – where internal assessments determine the value of the product (or concept).

⁸ It was assessed that harmonisation of existing concepts (policy & doctrine) on information activities amongst many partners through multilateral negotiations would be way too time consuming to meet urgent real-world operational requirements. Instead, a common conceptual basis derived from multinational CD&E seems promising.

⁹ See Paragraph 2.1.2.

management activities. The military aspect of MNE 5 will continue to use an effects-based approach to multinational operations as the contextual theme to facilitate military support within interagency operations.

MNE 5 themes and goals will be explored by a number of focus areas led by MNE partner nations. According to the central theme of MNE 5, principal focus areas are:

- Multinational Interagency Strategic Planning (MNISP), led by France;
- Cooperative Implementation Planning (CIP), led by the United Kingdom;
- Cooperative Implementation Management and Evaluation (CIME), led by the United States of America.

These priority focus areas will become subject to experimentation in a number of consecutive phases of the 2008 Major Integrating Event (MIE) that will integrate principal and enabling focus areas to support the refinement and further development of selected conceptual issues in a comprehensive context.

1.2 Purpose

The purpose of this Analytical Concept is to promote the integration of information activities, and the information factor in general, in the MNE 5 CD&E program, focused on supporting concept validation in the 2008 MIE. The Analytical Concept outlines processes and organisational structures required for the development and initial thoughts on the implementation of mission-specific strategic and political guidance for civil and military information activities.

The Analytical Concept also benefits further development of multinational interoperability and concept development concerning information activities in an interagency context.

1.3 Scope and Interrelations

1.3.1 Integration

IS is an enabling focus area in MNE 5 and fully supports the development and validation of the principal focus area concepts. The information factor is introduced as an integral part of these, inherent in all analysis, planning, management/execution, and evaluation/assessment efforts of multinational interagency operations.

The processes and organisational structures outlined in the Analytical Concept do not demand a separate planning process for information activities, independent from the overall interagency processes. Rather it describes specific functions within these processes from the information environment perspective and related co-ordination mechanisms.

1.3.2 Draft Multinational Doctrine

This Analytical Concept integrates input provided by the MNIOE and MNE participating nations and constitutes a draft doctrine for information-related contributions to the Comprehensive Approach for multinational experimentation

purposes. It does not represent an agreed/approved combination of national doctrine, nor is it proposed for immediate national implementation.

1.3.3 Focus Area Relationships¹⁰

1.3.3.1 Multinational Interagency Strategic Planning

The aim of Multinational Interagency Strategic Planning (MNISP) is to develop a process that facilitates multinational strategic decision-making and planning for crisis response or crisis management through shared information and situation assessment. This process considers information aspects for incorporation in the Coalition Comprehensive Strategy (CCS) and initiates the development of the Coalition Information Strategy¹¹ (including Information Objectives¹²).

1.3.3.2 Cooperative Implementation Planning, Management, and Evaluation¹³

Cooperative Implementation Planning (CIP) seeks to gain insights into what makes the dialogue that lies at the heart of multinational and interagency implementation planning effective. In doing so it will provide recommendations as to what the key elements of any CIP organisation, structure and process may be to assist those conducting CIP in the future. It will also make recommendations as to the skills and capabilities required of those individuals that take part in CIP to allow a cadre of appropriately trained individuals to be developed, introducing a 'management by facilitation vs. command & control' philosophy. One of the tasks within the CIP process will be the development of the Coalition Information Strategy.

Cooperative Implementation Management and Evaluation (CIME) seeks to enable the improvement of current practices and products related to the management, monitoring and evaluation of Coalition interventions in foreign crises and emergencies. In doing so it will provide recommendations as to how existing evaluation and metrics frameworks can be used to support joint evaluations in a Comprehensive Approach context. It will also make recommendations in co-operation with the CIP focus area regarding how dialogue between stakeholders can be enabled by an informed and legitimate facilitation capability. Other topics of interest for this focus area include co-ordination, building consensus, continuous planning and feedback from monitoring and evaluation processes to planners and managers. The implementation and evaluation of the Coalition Information Strategy will be one facet of this study.

1.3.3.3 Effects-Based Approach to Multinational Operations

The Effects-Based Approach to Operations (EBAO) focus area will refine relevant military processes at the operational level of command and draw from non-military

¹⁰ CD&E within MNE 5 mainly refers to Coalition operations. MNE 5 specific information will use the term 'Coalition' – to be understood in a broader sense, applicable to multinational crisis management activity in general, regardless of organisational form.

¹¹ See Paragraph 2.5.

¹² See Paragraph 3.2.2.

¹³ The Cooperative Implementation Planning (CIP) focus area will feed and will be fed by the Cooperative Implementation Management and Evaluation (CIME) focus area. Their close interrelation is unveiled in a combined outline concept (see *Preface*: key references).

aspects as appropriate to support a multinational Comprehensive Approach. Effects-based processes will promote the implementation of a multinational Information Strategy in the military during analysis, planning, execution, and assessment of operations and missions, managed by the Info Ops function.

1.3.3.4 Knowledge Development

Knowledge Development (KD) will provide integrated methods, processes, organisations, and technologies to assist gaining a holistic and systemic understanding of the operational environment in support of a Comprehensive Approach in a multinational and interagency context. Its core concept – Systems Analysis – provides the foundations for enabling better understanding in a systemic context, and thus, effects-based thinking. Understanding the information environment and integrating the information factor in plans and operations adds value to any crisis/conflict prevention and resolution activity.

1.3.3.5 Shared Information Framework and Technology

The Shared Information Framework and Technology (SHIFT) focus area explores a new approach for information sharing. SHIFT is not a Coalition or whole-of-government capability, but rather seeks to replace the current practice of building only bilateral information exchange connections and relationships between and among governmental, non-governmental, private, and local actors in the theatre of operations. The SHIFT concept describes possibilities to cooperate between separate chains of command using a trusted information sharing environment. It is based on the assumption of a common interest in safety and security, and a desire to de-conflict activity, which should enhance the attractiveness of this information sharing environment for most of the relevant actors. SHIFT provides both an information source and a possibility to disseminate and share information. It is important to identify specific information and information sharing requirements amongst Coalition partners for the purpose of conducting coordinated information activities.

1.3.4 Beneficiaries

1.3.4.1 Customers

Customers of this Analytical Concept may be those of the multinational concept development community that work on issues related to information activities in a broader context or for specific purposes, such as guidance for NATO and/or EU operations/missions, policy and doctrine development, and training. The Analytical Concept may also benefit harmonisation processes amongst (potential) Coalition partners, e.g., the Multinational Interoperability Council (MIC).

1.3.4.2 Users

As the Analytical Concept is written to support CD&E within MNE 5, it is particularly addressed to the experiment audience as well as the experiment control and analysis teams. It should assist performing functions related to information activities and provide the necessary context for experiment design (including scenario development), control intervention, and analysis of integrated concept application.

1.4 Requirements for Application

1.4.1 Concept Integration

The description of processes and structures for the development and implementation of the Coalition Information Strategy requires close co-ordination between the concerned focus areas – in particular those mentioned in Paragraph 1.3.3. – and harmonisation of the respective concepts in order to promote overall consistency and enable coherent experimentation. This Analytical Concept is written with the aim to present robust internal logic and consistency. Authoritative definitions and descriptions of processes and structures for use in MNE 5, however, are only provided by the respective principal focus area documentation. Differences in notion are highlighted, as appropriate.

1.4.2 Experiment Design

In order to enable the application of this Analytical Concept for its validation in an experimental setup, it is necessary to provide appropriate links to the processes and structures of main analytical interest, as well as sufficient scenario information. Specifications for the development of a multinational Information Strategy are contained in Chapter 4, Sections 4.1 (Process) and 4.2 (Organisation). Finally, a rough guide for the development of a scenario that supports dealing with effects in the information environment is provided at Annex A (Generic Taxonomy of the Information Environment).

1.4.3 Training and Mentoring/Coaching

Ideally, experiment participants should be sufficiently prepared to perform their tasks prior to experiment execution. Such preparation would include an introduction of the CD&E context, intensive theoretical concept training, and a practical rehearsal. Experimentation of the Comprehensive Approach – and also the Information Strategy concept as an integral part of it – requires substantial involvement of (high-level) civilian stakeholders to conduct strategic/political decision-making processes. As these actors are normally not available for a lengthy period of time, adequate preparation would probably not be possible prior to actual experiment events (which again would have to be kept to a minimum of time). To compensate the expected lack of preparatory training and enable civil experts to perform functions in accordance with the concepts to be tested, concept developers should get involved in the experiment assuming the role of senior mentors or coaches and guide the experiment audience through the processes at hand.

Indeed, this approach could present a risk to unbiased experimentation; however, since the 2008 MIE events are declared to be predominantly of exploratory nature for the principal focus areas, the mentoring/coaching approach could be feasible – provided that well-defined business rules are obeyed.

1.5 Analysis Requirements

1.5.1 Context

The application of selected concept aspects in an experiment needs to be considered in the overall conceptual and experimental context. Analysts and observers contributing to data collection must be aware of and understand the concepts being tested. Appropriate understanding of the conceptual ideas and solutions is required to derive meaningful conclusions from observations, findings, data interpretation, and analysis. Therefore, this Analytical Concept and the key reference documents are required reading for all members of the multinational IS analysis team.

1.5.2 Diversity

Analysis must be based on shared multinational observations and assessments in order to represent the variety of expertise/perspectives that already went into concept development. Furthermore, the multinational IS analysis team should include personnel who have been involved in concept development as well as analysts from other disciplines. This should help mitigating possible bias and provide additional perspectives drawn from a wide context.

1.5.3 Dialogue

Within the cross-functional MNE 5 analysis organisation, observations and findings should be coordinated with the analysis leads of those concepts that observations and findings refer to. If necessary, the concept leads should get involved. This requirement is closely linked to the demand stated above in Paragraph 1.5.1, 'Context'.

1.5.4 Integration

This Analytical Concept describes solutions for the IS MNE 5 enabling focus area. The conceptual approach outlined herein will be harmonised with the principal focus area concepts (MNISP, CIP and CIME) and other relevant enabling concepts (KD, EBAO and SHIFT), as appropriate. As such, the experimental application of selected IS aspects is to be considered an integral part of the principal focus areas' experimentation, rather than an add-on or even an "experiment within the experiment". IS analysis must therefore be fully integrated in the cross-functional MNE 5 analysis organisation.

1.5.5 Synthesis

MNE 5 intermediate insights and final analysis results will be consolidated in a synthesis process that integrates findings from several activities and venues throughout the experimentation campaign. Synthesis must involve lead analysts and concept developers of the respective focus areas since meaningful interpretation of findings requires sufficient conceptual understanding (and the consideration of experimental conditions). IS analysts and concept developers will advise and inform the synthesis team, as appropriate, to minimize the risk of misinterpretations and poor conclusions.

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2 Operational Context

2.1 Fundamentals

2.1.1 Challenges to the Modern Security Environment

The security environment¹⁴ in the 21st Century is fundamentally different compared to previous times: it is more complex and involves a great deal of uncertainty about potential origins of challenges to stability and peace. Risks and threats are more diverse and tend to exceed our current security-related capabilities. This results in profound changes to crisis/conflict prevention and resolution, including multinational interventions¹⁵.

Crisis management today is becoming increasingly complex and interdependent as no single agency, government or organisation is able to resolve a crisis or conflict on its own.

The modern security environment and the complex scope of activities involved in crisis management can be described by the '5D+H' construct¹⁶:

- 5 Dimensions of activities address both the immediate consequences and root causes of a conflict or crisis situation, i.e., political, security, development (including economic), rule of law and human rights aspects. These dimensions are primarily taken care of by state actors in a national or multinational context, based on a mandate within the UN framework¹⁷.
- Humanitarian Assistance (HA) first and foremost addresses the immediate consequences of a conflict. Actors involved in HA are mostly of private or unofficial nature, such as Private Volunteer Organisations (PVOs) or Non-Governmental Organisations (NGOs).

Most challenges today involve International Organisations (IOs) and *ad hoc* multinational Coalitions rather than a single nation or even standing Alliances. Coalitions unified in purpose for regional interest to achieve a specific outcome characterise contemporary crisis management engagements.

Crisis/conflict prevention and resolution requires the concerted and carefully considered engagement of a broad range of actors – including national and regional authorities and the local population – in a Comprehensive Approach, taking into account that those actors may operate from fundamentally different perspectives¹⁸.

¹⁴ The 'security environment' is a complex political-military web of regional, cultural, and political competitions and conflicts, involving threats to vital interests posed by a variety of actors.

¹⁵ The term 'intervention' is not intended to imply a purely military intervention. It is intended to describe activities by a broad range of civil and military actors in an interagency context.

¹⁶ Based on: Cedric de Coning (Norwegian Institute of International Affairs/Norsk Utenrikspolitisk Institutt, NUPI) – Presentation on the 'Comprehensive Approach', April 2008.

¹⁷ Compare: The UN 'Integrated Missions' model; UN Secretary General – Note of Guidance on Integrated Missions, 17 January 2006 (endorsed 09 February 2006).

¹⁸ See Paragraph 3.1.2.3: 'Dialogue with Other Actors', concerning NGOs and HA.

2.1.2 The Comprehensive Approach Overarching Concept

Definition: In the context of MNE 5, the term 'Comprehensive Approach' will be used in a broad generic sense to describe the wide scope of actions undertaken in a *coordinated and collaborative manner with the affected nation(s)*.

Co-ordination and collaboration includes national civilian government agencies and their defence and security forces, international and intergovernmental organisations, NGOs and the private sector to achieve greater harmonisation in the analysis, planning, management, and evaluation of actions required to prevent, ameliorate, mitigate and/or resolve the conditions precipitating a crisis.¹⁹

The Comprehensive Approach concept is relevant to the strategic, operational and tactical levels, and is applicable from pre-crisis situations to post-conflict reconstruction and through the transition of responsibility to local authorities.

The Comprehensive Approach incorporates government and non-government actors, using all appropriate national and international levers of power, to shape a regional environment and create stability. It seeks to broaden the context of pre-crisis, crisis and post-crisis management by comprehensively engaging all relevant (civil and military) ministries/departments, agencies and organisations in an interagency manner.

Given the complexity and interdependency of actors and nations, it is necessary to achieve greater harmonisation among all appropriate actors in the analysis, planning, management, and evaluation of interventions in complex contingencies and emergencies. Clear and achievable strategic guidance must be in place to ensure that the desirable early co-operation or collaboration between interagency actors works toward common aims. Compatible approaches to planning and implementation across organisations will be required. In addition, flexibility will be necessary, and approaches to analysis, planning, execution, and assessment should be tailored based on the organisations involved and the situation on the ground.

2.1.3 The Information Environment and the Information Factor

Definition: The information environment is the virtual and physical space, in which information is received, processed and conveyed. It consists of the information itself and information systems.²⁰ Annex A provides a generic taxonomy of the information environment; a description of components considered important system elements or sub-systems of the information environment in general.

Definition: Information is understood as an assembly of data in any medium or form capable of communication and use by assigned meaning through known conventions used in symbolic representation.²¹

¹⁹ The Comprehensive Approach: A Conceptual Framework for MNE 5 (Version 0.11, dated 18 Sep 07).

²⁰ The definition of the 'information environment' was designed for MNIOE purposes. Its dimensions go beyond the otherwise used term 'information domain' which is argued to be inappropriate because its implications of separation/containment and controllability (information is global, overarching and multi-faceted; it cannot be owned by anyone once in the public domain).

²¹ Based on: Effects-Based Approach to Multinational Operations CONOPS (Version 1.52, dated 05 Aug 08).

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There are three basic features of information that need to be considered:

- information enables the linkage of data, its integration into a situational context, and is the basis for the development of knowledge – this function is a prerequisite for developing situational awareness and understanding;
- information enables humans to communicate and act in a social environment – this function is a prerequisite to functions such as leadership and command & control;
- information enables automated systems to function without direct involvement of human reasoning – this function constitutes a decisive factor for new technological advances, including the whole scope of sensors and effectors.

In information societies²² and less developed ones, information has become a factor that evolved into a significant element of security-related capabilities and is critical to all areas of activity²³, as every action may affect the information environment and *vice versa*.²⁴

The nature of information is global, overarching and multi-faceted in a sense that it cannot be owned by anyone once open in the public domain. Despite state-controlled technical and procedural systems to deny access and limit consumption of information to audiences, it is extremely difficult to restrict the worldwide flow of information for an extended period of time.

Information is pervasive across the areas of activity. As a strong element of influence²⁵ it spans the scope of civil and military, national and multinational, as well as governmental and non-governmental activities. It involves the consideration of both the inherent and deliberate informational impact of actions.

Understanding the strategic security environment including underlying causes and dynamics of instability is the most essential prerequisite for crisis/conflict prevention and resolution. However, inadequate analysis of the information environment is perhaps the most common error. Effective and efficient actions require integrated application, and the continuous consideration of the information factor throughout all related processes – analysis, planning, execution/management, and assessment/evaluation.

²² An 'information society' is a society in which the creation, distribution, diffusion, use, and manipulation of information are a significant economic, political, and cultural activity.

²³ Areas of activity reflect national or organisational means to enforce political will or exert influence on others, applicable to solve a conflict, including political, diplomatic, economic, informational, developmental, military and law enforcement activities, state-led/institutional humanitarian assistance and civil administration support.

²⁴ "One cannot not communicate!" (Watzlawick/Beavin/Jackson: Pragmatics of Human Communication, 1967).

²⁵ 'Instruments of influence' are means for use by any actor to affect others' understanding, will, capabilities, and ultimately behaviour in favour of one's own objectives.

2.1.4 Definition and Scope of Information Activities

2.1.4.1 Information Activities

Definition: Information activities are actions designed to affect²⁶ information and/or information systems. They can be performed by any actor and include protective measures.²⁷

Capabilities and resources to conduct information activities can be manifold, corresponding to the complexity of the information environment. The scope and scale of possible information activities also relates to the basic features of information²⁸ and covers a multitude of actions to create effects²⁹ on understanding, will and capabilities, including human as well as technical system elements.

Deliberate information activities as well as those actions that inherently carry the potential for creating effects in the information environment should be considered in order to effectively integrate the information factor in crisis management activity.

2.1.4.2 Socio-technical Information Systems

Definition: In this context, information systems are defined as socio-technical systems for the collection, processing and dissemination of information.³⁰ They comprise personnel³¹, technical components, organisational structures, and processes that create, collect, perceive, analyse, assess, structure, manipulate, store, retrieve, display, share, transmit, and disseminate information.

In principle, the means to affect information and/or information systems are available to everybody, independent of budget resources. Information systems can be affected anonymously, making it difficult to identify the originators and determine their intent.

The complex interconnectedness of modern information systems makes it increasingly difficult to predict or differentiate between intended and unintended effects, and places the security of own information at risk. Compliance with legal norms – if such exist at all – is difficult to enforce on modern information infrastructure.

2.1.4.3 Information Technology

Definition: Information Technology (IT) is a term that encompasses all forms of technology used to create, store, exchange, and use information in its various forms (business data, voice conversations, still images, motion pictures, multimedia presentations, and other forms, including those not yet conceived). It is a convenient

²⁶ The term 'to affect' is used throughout the document in a generic sense meaning: 'to have an effect on', without any pre-defined (positive or negative) connotation.

²⁷ The definition of 'information activities' was specifically designed for the purposes of MNIOE; meanwhile, NATO has adopted the term and definition for agreed multinational policy (e.g., MC 422/3 – Info Ops, MC 457/1 – Public Affairs).

²⁸ See Paragraph 2.1.3.

²⁹ An effect should be understood as the physical and/or behavioural state of a system, sub-system or system element that results from deliberate activity.

³⁰ This definition is specifically designed for the purposes of MNIOE. It combines various approaches from different academic fields of study to express the diversity of aspects that need to be considered in the information environment from a Systems Analysis perspective.

³¹ The 'personnel' component of information systems comprise those key individuals or groups that use and/or act on information.

term for including both electronic communications and computer technology in the same word.³²

Modern information systems comprise an emerging and diverse technical infrastructure, posing increased challenge to standardisation and interoperability. They are also subject to high dynamics of technical development, forcing agencies to respond and constantly adapt their IT capabilities.

IT is the technology which is driving what has often been called 'the information revolution' that created information societies. It is an inseparable factor of information systems – facilitating and often exclusively enabling certain functions related to information. Our understanding of information activities must therefore not be limited to human communication or media activities.

2.1.4.4 Communication and Media Activities

Definition: Communication is a process for the exchange of information between individuals to convey meaning through a common system of signs (natural, universal), symbols (by human convention), or behaviour.

Communication may occur verbally and/or non-verbally, consciously or not consciously, with the potential to affect change.³³

Definition: A medium is defined as a carrier of something. Media content may comprise art, reports of facts, and expressions of ideas or opinions in a form that allows these to be consumed independently (in time or in place) from their creation. In this context 'the media' refers to organisations or persons who gather and disseminate news, and the means by which news is transmitted.³⁴

When thinking of information activities, the most common understanding refers to the intentional use of information, such as communication in the news media or for public information or public relations purposes, neglecting the fact that in principle everything that can be perceived by other people bears information content, thus leading to the impossibility of not communicating as one decisive human factor. Consequently, when drafting guidance for information activities one should take into account that actions and behaviour are capable of delivering messages as well – not just the media.

In the long run the perception of events and facts cannot be controlled by communication and media activities.

³² Based on: http://searchdatacenter.techtarget.com/sDefinition/0,,sid10_gci214023,00.html.

³³ Based on: Merriam-Webster's Medical Dictionary: <http://www.m-w.com/dictionary/Communication> and www.regent.edu.

³⁴ Based on: http://www.reckon.co.uk/open/A_definition_of_the_media_sector, and MC 457/1 – NATO Military Policy on Public Affairs.

2.2 Problem Statement

The following problem statement is based on a thorough baseline assessment³⁵ and generates the starting point for developing the conceptual approach to a multinational Information Strategy in support of a Comprehensive Approach to future Coalition engagements:

Coalition partners lack integrated processes and organisation to plan, execute and assess information activities in an effects-based, multinational and interagency context based on a comprehensive and systemic understanding of the information environment using all available and appropriate means.

In particular:

- plans and operations are often inadequately harmonised among Coalition actors concerning information activities;
- interagency co-ordination processes for information activities and effects in the information environment are not institutionalised, but rather depend on the personality of actors, occurring by chance and/or erratically;
- leaders/commanders are often unaware of the scope and scale of options to affect information and/or information systems;
- leaders/commanders and their staff currently lack the means, methods and training to gain and maintain appropriate situational awareness and understanding of the information environment.

2.3 MNE 5 Challenge

The MNE 5 objectives strive to develop and experiment conceptual solutions for numerous challenges to the achievement of the goals of the Comprehensive Approach conceptual framework.³⁶ The conceptual approach outlined by this Analytical Concept principally refers to the issues addressed by Challenge 10:

Designing and implementing strategic and political guidance for Coalition actions to affect information and information systems (information activities) is a challenge; it applies to the whole scope of civil-military efforts from pre-crisis situations to post-conflict reconstruction, and spans all levels of involvement.

³⁵ MNIOE baseline assessment originates from the following activities: literature review; academic studies: comparison of extant concepts, general capability analysis; analyses of lessons learned from real-world operations (after-action reports); MNIOE 1 discovery experiment in December 2003; MNIOE 2 hypothesis-testing experiment in January 2005; MNE 4 refinement experiment in February/March 2006; MNIOE LOE 3A and MNE 5 MIE Phase 1 in February 2008; MNIOE LOE 3B and MNE 5 MIE Phase 2 in April 2008. (See *Bibliography* of the MNIOE Framework Concept, Coordinated Draft v2.0 and respective experiment reports for details.)

³⁶ The challenges identified are stated in the Draft Working Paper "The Comprehensive Approach: A Conceptual Framework for MNE 5" and numbered from 1 to 11 without implying priority or relative importance.

2.4 Relevant MNE 5 Study Issues

Derived from the problem statement and challenge above the following study issues have been identified to motivate the development and validation of the MNIOE conceptual approach concerning a multinational Information Strategy. The complete list of issues for the MNE 5 campaign is provided with Annex F.

2.4.1 Issue 10.3

How do we incorporate comprehensive, clear, and achievable guidance for Coalition information activities (Coalition Information Strategy) in multinational interagency planning?

2.4.2 Issue 10.4

How do we translate and implement the Coalition Information Strategy for coordinated civil and military action?

2.4.3 Issue 10.9

How do we share information to enable efficient and effective multinational interagency planning for Coalition information activities?

2.5 Proposed Solution and Definition: The Information Strategy

Definition: The Information Strategy states the interagency and multinational approach across all levers of power to crisis/conflict prevention and resolution in the information environment. It provides mission-specific strategic and political guidance for civil and military information activities in support of mission objectives.

The aim is to guide the planning and conduct of information activities in order to enhance their consistency and ultimately their effectiveness – aligning them towards a common goal while acknowledging and retaining the responsibilities of the individual actors (see Figure 2). This guidance also refers to other actions potentially affecting the information environment.

The Information Strategy defines and describes:

- the operational context (situation assessment, Coalition/Alliance mandate and mission, Strategic Vision and Transition State, Strategic Objectives and Outcomes);
- the Information Objectives of the crisis management effort (including assessment criteria);
- the themes and messages to be delivered;
- the audiences to which messages should be directed (approved by strategic-political authorities³⁷), and targets of strategic significance and/or sensitivity;
- Coalition/Alliance potential actors (including general responsibilities for delivering messages);

³⁷ Equals decision-making at national capital level.

- limitations (restraints and constraints) to be observed for execution;
- requirements for the co-ordination of information activities among Coalition/Alliance actors and beyond.



Figure 2: Information Activities in the Operational Context

2.6 Concept Relationships

2.6.1 Systems Analysis

Few have an intuitive grasp of all the fields of knowledge that are relevant to a major security/defence problem. In general, and especially when there are several alternatives, Systems Analysis is essential for understanding a problem situation and its root causes as well as for considering a range of solution options. Where the relevant factors are diverse and complex – as they usually are in the security environment – intuition alone is incapable of weighing them and reaching a sound decision.

The development and implementation of the Information Strategy requires a comprehensive, high-level and systemic understanding of the information environment and its characteristics and dynamics at the strategic, national and theatre³⁸ levels. Analysis of relevant systems, relationships and interactions in economics, security, social well-being, politics, culture and others, as well as their aspects related to the information environment provide a critical foundation for defining Information Objectives and providing guidance on information activities.

Systems Analysis also includes anticipatory/predictive analysis to assess the potential effects of actions and trends in the operational environment. Exploring

³⁸ Equals the highest implementation level, often defined by country or regional boundaries.

existing and estimating future system behaviour will help to focus the scope of effort and to identify details for incorporation into the Information Strategy. Continuous Systems Analysis of the information environment and resulting situational understanding will enhance co-ordination of information activities across all levels and focus efforts on achieving Information Objectives identified.

2.6.2 Information Sharing

Information sharing among the Coalition/Alliance partners and other organisations is an important factor for successful crisis management activities. Information sharing policies should be harmonised and adequate agreements with appropriate disclosure procedures should be in place.

Information sharing is critical to continuous Systems Analysis as well as for reporting on effects in the information environment and the assessment of information activities. As a result, information sharing among the Coalition/Alliance partners should be emphasized in the Information Strategy as a prerequisite for enhancing situational awareness and understanding of the information environment.

While information sharing is typically based on personal relationships and trust among Coalition/Alliance partners, it is imperative that it becomes institutionalised for the co-ordination of information activities across all areas of activity. Since NGOs, local authorities and other organisations will be sharing information on a voluntary basis, it is essential that incentives be used to encourage behaviour and build trust and understanding of each other's objectives. To facilitate information sharing with non-partner organisations, a trusted and reliable platform for collaboration should be put in place.

2.6.3 Interagency Planning

Key issue is to provide comprehensive and integrated guidance – based on a common Strategic Assessment, drawing on national assessments and including relevant aspects of the information environment – for the planning and conduct of information activities.

Prior to the implementation of the MNISP process a coordinating nation would probably arrange appropriate mechanisms that prepare for a later consolidation and harmonisation of national assessments into a combined multinational assessment by proposing minimum standards for structuring the various assessment efforts.

It should be aimed at establishing *ad hoc* co-ordination procedures as early as possible in order to enable this harmonisation of national assessments focused on the information environment, and to suggest Themes and Key Master Messages likely to be accepted by the nations.

2.6.3.1 Coalition Comprehensive Strategy

The Coalition Comprehensive Strategy (CCS) – the product of the MNISP process – provides strategic-political guidance to all Coalition activity promoting coordinated, coherent and concerted action. Information activities are an integral part of all Coalition activity, and all Coalition areas of activity will – deliberately and/or inherently

– contribute to shape the information environment in support of Coalition Strategic Objectives.

The MNISP process will be based on a shared analysis and assessment of the operational environment and the situation at hand, including the information environment as a vital part of it. Thus, strategic-political guidance for information activities needs to be an integral part of the strategic planning process and the resulting CCS. As such the MNISP process must provide, at least, the context and Information Objectives as a basis for the subsequent development of the Coalition Information Strategy within the CIP process, as well as the initial Themes and Key Master Messages endorsed by the nations. The Information Objectives also provide initial advice to planning and conduct of information activities at the national strategic-political level.

2.6.3.2 Framework Plan

The CCS initiates the development of the interagency Framework Plan at theatre-level as the multinational and interagency embodiment of the chosen strategic option. The Framework Plan draws on the direction and guidance provided by the CCS, refines and/or identifies Outcomes, and related responsibilities (lead organisations). The first part of this implementation planning process is conducted by the Interagency Implementation Forum (IIF) consisting of representatives from functional groups³⁹ and a support team; the latter part is conducted by so-called Activity Planning and Co-ordination Groups (AP&C Groups) that manage the contributions of participating organisations to the development of the Framework Plan. In turn, the Framework Plan provides the direction to enable lower level project planning by the organisations.

The Information Objectives and the assessment of the information environment contained in the CCS provide the foundation for the further development of the Coalition Information Strategy during the CIP process. The Framework Plan will reflect a compilation of cross-functional effects (effects aimed at by various areas of activity) in support of Strategic Objectives. The CIP process will concurrently develop the Framework Plan and the Coalition Information Strategy providing guidance to project planning of participating organisations in order to appropriately consider and integrate the information factor. This will *inter alia* include the review of Themes and (Key) Master Messages provided by the strategic level.

2.6.3.3 Project Plans

Once the Framework Plan is approved, the responsibility for implementation will be transferred to the participating organisations, which will develop Project Plans to allocate resources to actions for creating outputs. Organisations will already have been involved in the CIP process, as appropriate. Whilst the supported organisation will lead on the development of the Project Plan it will normally require input from across a number of supporting organisations and hence close liaison between organisations will be required. In order to ensure coherence across organisations, Project Plans will need to be coordinated with the IIF, using the AP&C Group structure. At the project planning level it will be critical to prepare for managing the

³⁹ Functional groups are multinational groupings of likeminded agencies that work together on sectoral issues (such as development, security, governance, etc.).

conduct of actions through determination of success criteria, and assignment of resources to carry out data collection and management tasks during the intervention.

Outcomes and outputs listed in the Framework Plan are cross-functional by nature. As such, activities to create the outputs must be managed within each functional group across the organisations and across the other contributing organisations and functional groups.

Based on Themes and (Key) Master Messages, detailed/specific messages will be developed and information activities planned and implemented within each functional group and across participating organisations as required to support the creation of Outcomes and outputs in accordance with the Coalition Information Strategy.

2.6.4 Management/Execution of Operations

Key issue is to provide guidance and common understanding for the various actors – multinational, civil and military – on the implementation of the Information Strategy.

The implementation of the Information Strategy needs to take into account, that there are different levels of co-operation and commitment of the multinational functional groups and organisations (affiliates), which are influenced by their own as well as national agendas and perspectives. Therefore, the Information Strategy has to formulate the ground for sharing common aims in order to maximise co-operation and coherence between functional groups and organisations for the conduct of information activities.

There are also non-affiliates' activities which need to be considered in addition to the multinational Information Campaign⁴⁰. The establishment of an appropriate forum and procedures to coordinate their activities in order to achieve mutual effects should be considered.

2.6.5 Evaluation/Assessment of Operations

A key issue is to provide feedback to the theatre and strategic-level decision-makers on developments in the information environment and the implementation of the Information Strategy. Continuous assessment and feedback mechanisms will facilitate the adjustment of activities and plans, and determine if and how the Information Strategy needs to be amended.

The Information Strategy needs to take into account that there are differences in the approach to evaluation/assessment of information activities between nations, functional groups, as well as civil and military actors. A common platform needs to be defined and formalised processes for reporting progress against metrics need to be established where possible.

⁴⁰ The Information Campaign is composed of a series of coordinated, combined and synchronised information activities conducted by different interagency actors, scheduled for a given period of time and related by common Information Objectives. (See Section 3.3.)

2.7 Relationships to Extant Approaches

This section presents national and/or multinational definitions for existing concepts or approaches concerning effects in the information environment in general, and interagency information activities in particular. The purpose is to enable the identification of commonalities and discrepancies in order to prevent misinterpretation and confusion with terms used for the multinational Information Strategy in this Analytical Concept.

2.7.1 Strategic Communication

Concepts, policy and doctrine for Strategic Communication are currently being developed in the USA and NATO. Strategic Communication, at present, is best explained in various USA policy documents and government reports. Official definitions include the following:

- A variety of instruments used by [the U.S.] government [...] to *understand* global attitudes and cultures, *engage* in a dialogue of ideas between people and institutions, *advise* policymakers, diplomats, and military leaders on the public opinion implications of policy choices, and *influence* attitudes and behavior through communications strategies. (Strategic Communication can be understood to embrace four core instruments/components: Public Diplomacy, Public Affairs, International Broadcasting Services, and Information Operations.)⁴¹
- The transmission of integrated and coordinated U.S. Government themes and messages that advance U.S. interests and policies through a synchronised interagency effort supported by public diplomacy, public affairs, and military information operations, in concert with other political, economic, information and military actions.⁴²
- Focused U.S. Government processes and efforts to understand and engage key audiences in order to create, strengthen, or preserve conditions favourable to advance national interests and objectives through the use of coordinated information, themes, plans, programs and actions synchronised with other elements of national power.⁴³

Strategic Communication probably is the most comprehensive approach to interagency information activities that is currently in effect, thus it represents the most similar approach compared to the multinational Information Strategy.

What is missing though is the multinational dimension and the explicit consideration of the information factor, which is inherent in each and every activity. The evolving concept of Strategic Communication focuses on non-kinetic influence to affect the behaviour of targeted audiences in an information-rich environment⁴⁴. Consequently,

⁴¹ Defense Science Board Task Force on Strategic Communication, Report September 2004 (*Italics* in original).

⁴² National Military Strategic Plan for the War on Terrorism, 01 Feb 06.

⁴³ 2006 Quadrennial Defense Review (QDR) Strategic Communication Execution Roadmap (25 Sep 06).

⁴⁴ See: U.S. National Strategy for Public Diplomacy and Strategic Communication (June 2007); Defense Science Board Task Force on Strategic Communication, Final Report, January 2008; Strategic Communication Joint Integrating Concept (JIC) Version 0.1 (11 Jan 08); lead: USJFCOM, in partnership with USSTRATCOM and SOCOM (concept under development).

Strategic Communication is considered insufficient to cover the whole spectrum of options and requirements in multinational crisis management⁴⁵.

2.7.2 Public Diplomacy

The term Public Diplomacy is used differently in national and multinational contexts. Definitions include:

- USA: Public Diplomacy seeks to promote the national interest [and the national security] of the United States through understanding, informing and influencing foreign audiences [and broadening dialogue between American citizens and institutions and their counterparts abroad].⁴⁶ Its chief instruments are publications, motion pictures, cultural exchanges, radio, and television.⁴⁷
- NATO: [Public Diplomacy means] informing the wider public about NATO's activities and policies through contacts with the media, the NATO web site and print publications, seminars and conferences, as well as NATO's Science Programme.⁴⁸ (The Public Diplomacy Division [of NATO HQ] covers all activities that contribute to promoting the Alliance's image to a variety of audiences, establishing networks of relations with political, diplomatic, administrative, academic and media circles, and forming cooperative relations.)⁴⁹

Public Diplomacy basically addresses 'outside' audiences (others than domestic or Coalition partner audiences) for mostly presentational⁵⁰ purposes. Its primary method is communication. Similar to what was said on Strategic Communication in Paragraph 2.7.1 above, the scope of Public Diplomacy is limited in terms of actors and audiences. Furthermore, the different views (influence vs. informing) of the U.S. and the Alliance – both well known and often referred to – may only add confusion if drawn on for the Information Strategy concept.

2.7.3 Public Affairs

The term 'Public Affairs' is used in a national and multinational context with only marginal differences. Definitions include:

- Public Affairs (NATO): NATO military Public Affairs (PA) is the function responsible to promote NATO's military aims and objectives to audiences in order to enhance awareness and understanding of military aspects of the Alliance. This includes planning and conducting media relations, internal communications, and community relations.⁵¹
- Public Affairs (USA): Those public information, command information, and

⁴⁵ 'Options' refers to the scope of actions that either can be employed to intentionally create effects in the information environment or that need to be taken into account because they are able to cause such effects; 'requirements' primarily refers to the necessary co-ordination of assessments and interests amongst multinational partners.

⁴⁶ Planning Group for Integration of the USIA into the Department of State (20 Jun 97).

⁴⁷ U.S. Department of State, Dictionary of International Relations Terms, 1987, p. 85.

⁴⁸ Jean Fournet, Assistant Secretary General for Public Diplomacy (Video Interview, 07 Apr 05).

⁴⁹ www.nato.int – Who is who at NATO? (updated 04 Jul 03).

⁵⁰ See Paragraph 3.1.3.1.

⁵¹ MC 457/1 – NATO Military Policy on Public Affairs (Military Decision, 19 September 2007).

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community relations activities directed toward both the external and internal publics with interest in the Department of Defense.⁵²

The Public Affairs function serves presentational, protective as well as targeted⁵³ purposes; its activities are directed at audiences within as well as outside the Coalition/Alliance; and its messages are generally releasable to the open public.

Clearly Public Affairs is a key contributor of effects in the information environment – Public Affairs activities actually *are* information activities (!) –, and therefore, must be addressed and assigned a prominent role within the multinational Information Strategy.⁵⁴

2.7.4 Information Operations

Definition: The Info Ops function provides military advice and co-ordination regarding activities affecting information and information systems – including system behaviour and capabilities – in order to create desired effects.⁵⁵

Info Ops orchestrates military information activities in conjunction with other Coalition/Alliance activities to form a synergistic whole. In order to ensure the appropriate implementation of strategic-political guidance as well as the integration of military information activities with those of the other (civil) actors, Info Ops need to relate back to an overall Information Strategy that integrates all Coalition/Alliance capabilities. At all levels, but primarily at the operational level of command, Info Ops will need to closely cooperate with PA⁵⁶ for implementation of the Information Strategy, including the development of more detailed directives and instructions to the staff and to subordinate commands.

PA and Info Ops directly support military objectives, counter adversary disinformation and deter adversary actions. Co-ordination between PA and Info Ops must be assured at all times and at all levels to ensure consistency in the message released by the military to outside audiences and to promote overall effectiveness and credibility of the campaign. Beyond co-ordination of efforts and messages, PA has no role in performing the Info Ops function.

⁵² JP 3-61, Public Affairs (09 May 05).

⁵³ See Paragraph 3.1.3.

⁵⁴ See Paragraph 3.2.5.: 'Potential Actors'.

⁵⁵ MNIOE White Paper: Information Activities In Future Coalition Operations – A Comprehensive Approach (From a Military Perspective), Final Draft v1.8 (31 May 07). This will be replaced by the Framework Concept "The Information Factor within a Comprehensive Approach to Multinational Crisis Management". The MNIOE conceptual approach to Info Ops will be captured by the future Applied Concept "The Military Information Operations Function within a Comprehensive and Effects-Based Approach" (Coordinated Draft v2.5 to be issued 31 October 2008).

⁵⁶ *Military* Public Affairs; see Paragraph 2.7.3.

3 Principles and Content of the Information Strategy

3.1 Principles

3.1.1 General

'Local ownership' is the current phrase used by many agencies for development co-operation, purporting to reflect a reorientation of approach that more highly values the need for home-grown solutions to conflict problems and for partnerships to be locally driven ('participatory development'). While there seems to be a wide consensus in political discussions about the value of this principle, it does – taken seriously and not simply seen as a catch phrase within the debate – pose great challenges in its practical implementation.

Multinational interventions – mandated by the International Community as a result of crisis/conflict analysis – are limited in time and space and should be accepted as assistance by the host nation(s) or beneficiaries; any perception of oppression, paternalism or occupation must be avoided. This involves devolving control of implementation to local stake-holders, a sustained policy dialogue between civil society organisations, their governments, and Coalition/Alliance representatives within the framework of the mandate, and a commitment to local action.

The aim of a multinational Information Strategy is to ensure that all Coalition/Alliance information activities related to the situation in the theatre of operations, and possible responses given to it are:

- relevant and serve as an incentive for local commitment;
- timely in order to prevent gaps in information and complement other activity;
- pro-active in order to shape the information environment;
- coherent through a sustained co-ordination effort, which creates synergetic effects;
- purposeful and directed at the appropriate audiences in order to achieve maximum effectiveness;
- credible in order to sustain the campaign and create the perception of legitimacy;
- protected from any distortion or attack, given the vulnerability of information and information systems;
- sensitive to non-affiliated actors who share common objectives and whose good will and co-operation will contribute to Coalition/Alliance success.

3.1.2 Co-ordination of Information Activities

3.1.2.1 Co-ordination amongst Partners

It is a requirement for coherent engagement that partner nations coordinate information activities in support of the multinational Information Strategy at all levels since the early stages of the strategic-political planning process; this will most likely happen under supervision of the foreign ministries. If required, final decisions would be made by the Heads of State or government leaders, respectively.

The conduct of coordinated information activities requires adequate procedures and structures. Official bodies should be employed to establish operational connections between civilian and military organisations, departments and agencies to improve planning and co-ordination of information activities within and between each execution area. Direct liaison between dedicated Governmental Organisations and agencies across different nations should be authorised and adequate procedures for multinational information sharing outlined in a specific agreement.

3.1.2.2 Co-ordination with Non-Affiliates

Partner nations should also coordinate information activities with IOs, host nations and their agencies, and international missions operating in theatre at the appropriate levels. This co-ordination should be conducted through appropriate co-ordination procedures by national authorities of the partners and their representation in these organisations, under supervision of the appropriate ministries. The heads of national delegations/contingents should establish a dedicated liaison organisation to ensure proper co-ordination of national activity, including information activities.

3.1.2.3 Dialogue with Other Actors

Of particular relevance for the definition of the relationship between actors involved in crisis prevention and resolution and those working in the humanitarian space is the fundamental UN provision that HA must be provided in accordance with the principles of humanity, neutrality and impartiality⁵⁷. Dialogue and interaction between civilian and military actors in humanitarian emergencies is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and when appropriate pursue common goals; basic strategies range from coexistence to co-operation⁵⁸.

In order to protect the above principles, NGOs would never formally engage in binding arrangements with state actors⁵⁹. However, concerning information activities in support of disaster relief and HA, co-ordination of information (i.e., the tracking of each others' activity rather than co-ordination of the conduct of activities) could be acceptable and mutually beneficial. This co-ordination should be conducted through appropriate co-ordination procedures outside official bodies by designated Information Representatives of respective organisations and agencies.

⁵⁷ UN General Assembly Resolution 46/182.

⁵⁸ UN OCHA 'Civil-Military Guidelines & Reference for Complex Emergencies', 2008.

⁵⁹ See Paragraph 2.1.1: 'Challenges to the Modern Security Environment'.

3.1.3 Scope

The Information Strategy provides guidance for in-theatre information activities as well as national initiatives of Coalition partners or Alliance member states, respectively, to affect the information environment in support of common objectives. All these together make up the Information Campaign⁶⁰, which can substantially support the multinational crisis management effort when perceived as a consistent entity of activity.

The Information Strategy addresses a range of dimensions in order to support the achievement of consistency throughout the levels of involvement, and respond to the expectations of the various stakeholders involved.

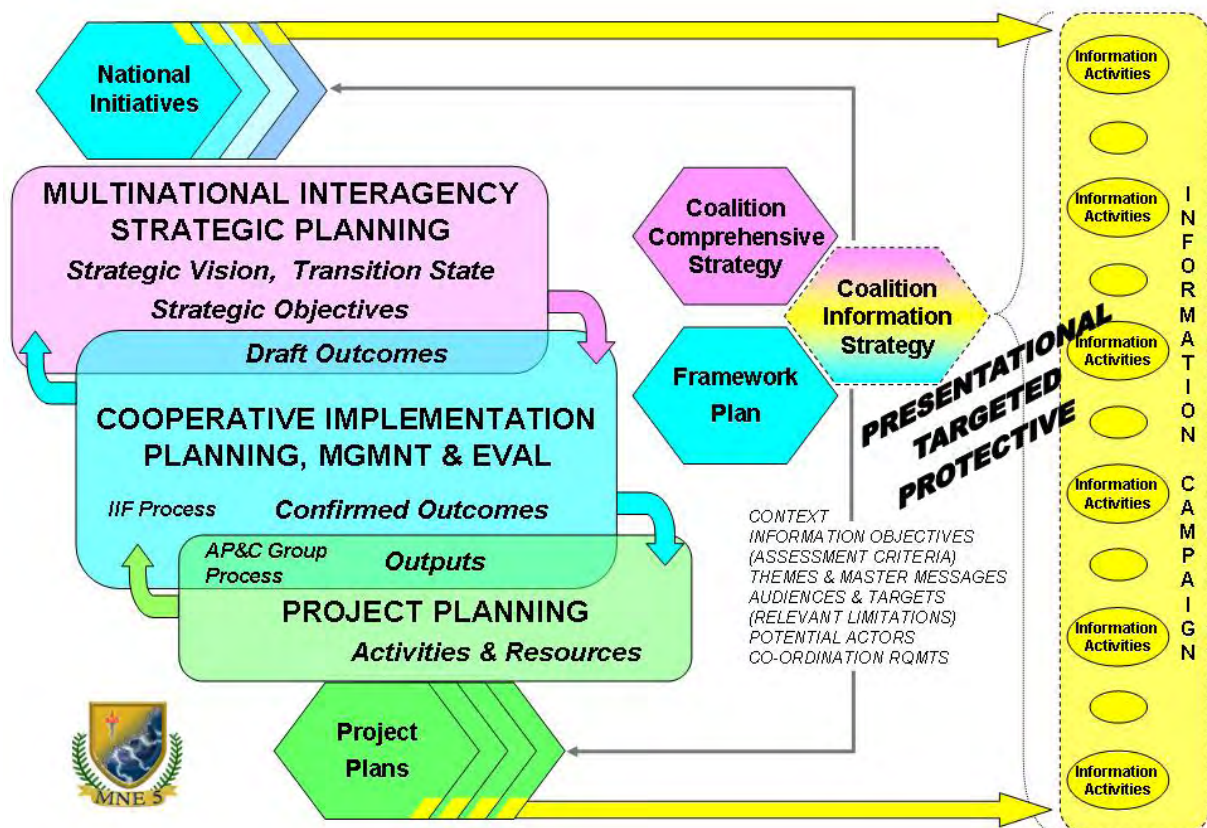


Figure 3: Scope of the Coalition Information Strategy

3.1.3.1 Presentational Dimension

The presentational dimension of the Information Strategy takes into account a global expectation that some or all elements of the multinational Information Campaign must be in the public domain, because of (national) freedom of information rights, public information activities, and the need to inform the public about the Coalition/Alliance's mission, objectives and activities. Therefore, the Information Strategy should be developed as a classified document releasable, as appropriate, to non-partner actors so that it can be shared.

⁶⁰ See Section 3.3.

3.1.3.2 Targeted Dimension

The targeted dimension of the Information Strategy includes agreed elements in the information environment towards which information activities should be directed in order to affect capabilities and influence perceptions, attitudes, and behaviour favourable to own objectives. The multinational Information Strategy may also give guidance on constraints and restraints for the employment of focused means and methods. These may include friendly, neutral, and (potentially) adversary audiences and their capabilities.

3.1.3.3 Protective Dimension

The protective dimension of the Information Strategy refers to existing disclosure policies and operations security requirements. It aims at safeguarding own freedom of manoeuvre in the information environment, minimising the opportunity for adversaries to exploit Coalition/Alliance vulnerabilities, and protecting individual partners' national interests. The protective dimension may include friendly actors (non-affiliates) in a broader comprehensive context.

3.2 Content

(Annex D provides an outline of a possible format for an Information Strategy document.)

3.2.1 Context

Strategic-political guidance for information activities must be fully integrated with and supportive of the multinational approach to crisis management. This guidance must also be mission-specific, adaptive to developments in the operational environment, and flexible to meet mission and situation requirements.

Within the MNE 5 conceptual framework the Coalition Information Strategy⁶¹ describes the context in which Coalition information activities are conducted by referring to and elaborating on the following aspects taken from the CCS and the mandate:

3.2.1.1 Coalition Strategic Assessment

The Coalition Strategic Assessment evolves from the consolidation of national strategic assessments. It comprises:

- the Coalition Situation Assessment, i.e., a harmonised description and assessment of the crisis area (operational environment);
- an assessment of potential developments without external intervention, identifying those elements of the situation that are not acceptable from the Coalition's perspective (i.e., the definition of the crisis or conflict, which provides the rationale for the Coalition engagement);

⁶¹ CD&E within MNE 5 mainly refers to Coalition operations. MNE 5 specific information will use the term 'Coalition' – to be understood in a broader sense, applicable to multinational crisis management activity in general, regardless of organisational form.

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- the identification of starting-points for the initiation of change through Coalition intervention;
- a description of the system dynamics of the crisis which will, along with the identification of topics⁶², inform the development of initial Themes (see Paragraph 3.2.3)⁶³.

The Coalition Strategic Assessment will include relevant aspects of the information environment from the strategic-political perspective.

3.2.1.2 Assessment of the Information Environment

Assessment of the information environment will be conducted as an integral part of the national assessments and be continued throughout the Coalition Building and subsequent planning processes, advised by national experts and – at a later stage – by relevant multinational representatives.

During the process of developing the Coalition Information Strategy, elaboration on national assessments and the Coalition Strategic Assessment will provide a more detailed description and assessment of information and information systems relevant to the crisis area. This will facilitate situational awareness and understanding, and serve as a basis for planning and evaluation of information activities, effects in the information environment, progress towards the implementation of the Coalition Information Strategy and the achievement of Information Objectives.

The assessment of the information environment will be continued as a process, conducted by relevant multinational representatives and bodies, throughout all interagency planning and evaluation activity; as a separate product, the assessment of the information environment – remaining an integral part of the Coalition Information Strategy – will be considered a 'living document' assisting the provision of advice and co-ordination concerning actions and effects.

The assessment of the information environment will include the identification of topics, which will inform the identification of initial Themes and Key Master Messages⁶⁴ during strategic planning in the MNISP process.

3.2.1.3 Coalition Mandate and Mission

If available, the mandate for the Coalition intervention (provided by the International Community⁶⁵ or a government requesting assistance) should be clearly stated within the Coalition Information Strategy. It constitutes the basis for all Coalition activity and will be used as core message in the Coalition Information Campaign.

3.2.1.4 Strategic Vision

Definition: A description of the situation in broad terms once 'success' in terms of the Coalition's political objectives has been achieved. While it provides the long-term

⁶² A topic is a subject which characterizes a crisis and is of concern to relevant actors.

⁶³ A Theme is a unifying subject or idea of a message or set of messages.

⁶⁴ A Key Master Message is a cross-theme, top-level message to be communicated by leaders and spokespersons at the earliest opportunity to immediately begin to shape the information environment. Key Master Messages will inform and guide the creation of subordinate messages related to Themes.

⁶⁵ The United Nations or another regional (security) organisation (such as the EU, OSCE, AU, ECOWAS, etc.).

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*perspective for the Coalition effort, it is usually too far-reaching to enable multinational interagency planning processes. Set within the strategic planning process.*⁶⁶

For focus area IS internal purposes this definition is amended and substantiated as follows: The Strategic Vision provides the long-term perspective for the Coalition effort. It describes the *overall system state of the crisis area in a global context* that ideally exists when *no further external intervention in any area of activity is required* to sustain an acceptable situation and *the formal Coalition can be dissolved*.

As the Strategic Vision points at circumstances which are desirable but not feasible within a reasonably acceptable and traceable timeframe, it is often not suitable for deriving substance for information activities from. The Coalition's acceptance and credibility would be at risk, if its objectives could be argued to be promises that cannot be kept. However, the Strategic Vision needs to be addressed in the Coalition Information Strategy in order to complete the strategic context relevant for information activities.

3.2.1.5 Transition State

Definition: *Threshold where the situation is sustainable enough to autonomously evolve toward the strategic vision. The description of the transition state should be rich in context and content and must take into account the specificities of the situation and address the causes of the conflict. Whilst Coalition engagement may continue beyond the Transition State it marks a fundamental shift in the nature of the Coalition's engagement. It is expected that the transition state will be attained by the achievement of the Strategic Objectives. Set within the strategic planning process.*⁶⁷

For focus area IS internal purposes this definition is amended and substantiated as follows: The Transition State postulates the single, unambiguous purpose towards which crisis/conflict resolution activities are directed, and which will be attained by the achievement of Strategic Objectives. It describes the overall situation in a security environment as *a system state which needs to exist before an intervention can be terminated on favourable terms or key responsibilities can be (re-)transferred to local authorities or other international actors*. In other contexts also called 'Mission End State'.

The Transition State must be comprehensible and feasible because it defines the ultimate criteria for cessation of Coalition/Alliance activities in the crisis region. It is often also directly linked to the provisions of an International Community mandate or any other form of agreement between States. Official statements or communiqués will be available to the public and may be used for Coalition/Alliance information activities.

However, any reference to the Transition State must be carefully considered in the context of the progress of operations/mission achievements in order to avoid any discrepancy between words and deeds, and not to raise wrong expectations.

⁶⁶ Original wording taken from: GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08).

⁶⁷ Original wording taken from: DCDC/USJFCOM – CIP/CIME, op.cit.

3.2.1.6 Strategic Objectives

Definition: *Descriptions of the situation as key obstacles in the achievement of the Transition State are overcome. The realisation of the Strategic Objectives indicates the achievement of the Transition State and will usually require the involvement of several arms of government. Set within the strategic planning process.*⁶⁸

For focus area IS internal purposes this definition is amended and substantiated as follows: As the highest-level breakdown of the Transition State, Strategic Objectives describe *conditions that need to be met in order to reach the desired Transition State*. Their achievement usually requires the involvement of several areas of activity.

Strategic Objectives address cross-functional issues and require a systemic understanding to avoid stove-piping in subsequent planning. They describe specific aspects of the operational environment at a level of detail suitable for the identification of relevant areas of activity.

3.2.1.7 Outcomes

Definition: *The intended or achieved short-term and medium-term effects of an intervention's outputs, usually requiring the collective effort of partners. Outcomes represent changes in environmental conditions which occur between the completion of outputs and the achievement of strategic objectives. Set within the implementation planning process and subject to approval by the strategic planning group.*⁶⁹

For focus area IS internal purposes this definition is amended and substantiated as follows: Outcomes are *intermediate system states* or a more detailed description of the situation en-route to the achievement of Strategic Objectives. They establish *benchmarks by which to judge the overall progress of an operation over time*. In other contexts also called 'Decisive Conditions'.

3.2.2 Information Objectives

Definition: *Information Objectives are Outcomes to be created in the information environment. They should be measurable to enable analysis, planning, execution/management and assessment/evaluation of related actions and/or outputs.*

Information Objectives are developed during the MNISP process and included in the CCS. Together with appropriate information on the context of the Coalition/Alliance intervention (see Paragraph 3.2.1) Information Objectives constitute one of the initial products of interagency planning concerning information activities.

Information Objectives are the centrepiece of strategic-political guidance for Coalition/Alliance information activities. They focus the description of required conditions for achieving the Transition State on information aspects.

Information Objectives integrate the information factor in interagency strategic and implementation planning by describing the inherent dynamics of desired changes in the information environment from a strategic perspective. Assessment of the impact of the multinational Information Campaign on the information environment should

⁶⁸ Original wording taken from: DCDC/USJFCOM – CIP/CIME, *ibid*.

⁶⁹ Original wording taken from: DCDC/USJFCOM – CIP/CIME, *ibid*.

utilise internationally recognised evaluation criteria and will require a robust metrics framework that should be linked to pre-planning conflict analysis work. The Information Strategy will refer to provisions of the interagency Framework Plan for overall assessment of the campaign and for respective guidance to activity and project planning.

Guidelines for the development of Information Objectives and some illustrative examples are provided at Annex B.

3.2.3 Themes and Messages

Definition: *Theme – the unifying subject or idea of a message or set of messages.*⁷⁰

Definition: *Message – the object of communication; a thought or idea expressed briefly in a plain, coded, or secret language, prepared in a suitable form for transmission by any means of communication.*⁷¹

Definition: *Master Message – Master messages are messages approved by the strategic-political level and listed in the Information Strategy for use at all levels.*

Definition: *Key Master Message – A Key Master Message is a cross-theme, top-level message, developed and used at the strategic level.*

The Information Strategy provides Themes as well as (Key) Master Messages for guiding the multinational Information Campaign. Initial Themes and Key Master Messages are developed during strategic planning to meet immediate Coalition/Alliance communication needs and to promote a better understanding of Coalition/Alliance intent. Themes are revised and Master Messages are developed during implementation planning and guide Coalition/Alliance information activities.

Initial Themes are selected topics identified at an early stage of the Coalition/Alliance setup during the strategic assessment process. Those topics need to be addressed by the Coalition/Alliance from the outset having chosen them to be the focus or limit of Coalition/Alliance ambition. They provide the framework for the development of Key Master Messages.

At the earliest stage of a Coalition forming/mission planning, there will be a requirement for a small number of cross-theme, top-level messages. Key Master Messages are communicated by leaders and spokespersons at the earliest opportunity in order to shape the information environment. Key Master Messages will inform and guide the creation of subordinate messages corresponding to selected Themes. Furthermore, they provide initial, immediate guidance for national initiatives and information activities at higher multinational levels.

Themes are usually applied to indicate broad lines of persuasion (i.e., rational or cognitive vs. irrational or emotional modes; type of appeal, etc.). They are also used to express general permissive or prohibitive guidance (such as taboos). Themes are the framework for the development of Master Messages.

⁷⁰ Based on: <http://en.wikipedia.org/wiki/Theme>.

⁷¹ AAP-6(2007) – NATO Glossary of Terms and Definitions. It is recognised that actions and behaviour are capable of delivering messages as well as the spoken or written word; therefore, the term 'language' should be understood in a broader sense here.

Master Messages are derived from the assessment of the information environment, Information Objectives and other Outcomes. In order to meet specific in-theatre requirements, Master Messages will need to be permanently reviewed, adjusted and amended throughout the campaign/mission. Some Master Messages may be directly used as messages by Coalition/Alliance actors at the activity planning level while others will have to be tailored by them to their specific requirements.

Themes, Key Master Messages and Master Messages contribute to the operationalisation of Information Objectives. They provide substantive guidance on the informational effect of all activity or behaviour, which needs to be considered throughout⁷². In particular they provide guidance on information activities, focused on human audiences, and the desired perception/understanding to be created. Themes, Key Master Messages and Master Messages listed in the Information Strategy must not be changed at subordinate levels; they are not subject to any modification without strategic-political approval. The Information Strategy will provide limitations (restraints and constraints) for information activities concerning Themes to stress (emphases) and Themes to avoid (taboos), as appropriate.

Themes and Master Messages are associated with audiences and, in certain circumstances, targets. Their allocation to specific actors to plan and conduct related information activities in-theatre is subject to activity and project planning. However, the Information Strategy may indicate potential actors (or functional groups from CIP) for taking the lead in addressing themes or conveying selected messages. This would also include supported/supporting relationships (see paragraph 3.2.5).

Guidelines for the development of themes and messages and some illustrative examples are provided at Annex C.

3.2.4 Audiences and Targets

In the context of the Comprehensive Approach – in order to find a common language that is acceptable for civil partners involved in the multinational CD&E process – there is an assumption that 'target' is associated with adversaries and/or military actions only. Therefore, this document makes a distinction between audiences and targets that is not consistent with existing military understanding (e.g., NATO⁷³):

- '*audiences*' refers to humans (such as individuals, groups and populations) to be affected by non-kinetic action;
- '*targets*' mostly refers to information infrastructure, IT and other technical components of information systems to be affected by kinetic-action (e.g., strategic communications/satellite links, computer hardware and networks); ultimately, also humans may become targets in the before-mentioned sense (e.g., if there are no other appropriate options to neutralise adversary leaders, or for demonstrating own determination).

⁷² See Paragraph 3.2.4.2 on 'Targets'.

⁷³ In NATO a 'target' is defined as: The object of a particular action, for example a geographic area, a complex, an installation, a force, equipment, an individual, a group or a system, planned for capture, exploitation, neutralization or destruction by military forces. (AAP-6(2007))

3.2.4.1 Audiences

Coalition/Alliance information activities must be carried out on the basis of a detailed identification of politically approved audiences to be addressed. In principle, these can be divided into three main categories, which can be interrelated and overlapping in some instances:

- Coalition/Alliance audiences: Internal and domestic audiences, as well as multinational organisations (such as NATO, the EU, UN, etc.) with a leading representation of partner nations, may be addressed by multinational information activities. Identification of these audiences will require political consent amongst partners/allies. In the case of national views and contributions, individual nations will have full responsibility for addressing their domestic audiences.
- International Community audiences include other countries and individual actors abroad, in particular from neighbouring countries to the host country, local influential countries, IOs and NGOs involved in the region, to whom the messages sent by the Coalition/Alliance need to be coordinated. The selection of international audiences will have to be approved based on a sound analysis of their roles and stance related to the situation and mission (e.g., 'favourable', 'neutral', 'opponent' or sources of instability).
- Local audiences: Another category of audiences covers the wider population of the host country, local media, formal and informal authorities, including the local government(s) and affiliated opinion leaders and opinion formers, and other actors at the local level (e.g., friendly, neutral, adversary or sources of instability). Equivalent to the paragraph on International Community audiences above, the identification of local audiences needs to be based on a sound analysis of their roles and stance related to the situation and mission.

3.2.4.2 Targets

Some information activities against targets, i.e., (kinetic) actions to create a deliberate effect on adversary key leaders, physical components of information systems, or the Internet, may have strategic impact and must be subject to strategic-political guidance. Such targets need to be addressed specifically within the Information Strategy because of their significance and/or sensitivity and will be reviewed and confirmed through the implementation process. The identification of targets should be based on experts' advice on the inherent information content (the 'message') of any physical action and their possible effects in the information environment.

Additional targets for information activities are likely to be identified by planners below the strategic or theatre level during activity and/or project planning. Activities against such targets must be consistent with the Information Strategy and require appropriate approval.

The Information Strategy may provide limitations (restraints and constraints) for information activities concerning audiences and targets (priorities and exclusions), as appropriate.

3.2.5 Potential Actors

Information activities may be conducted by many actors from several areas of activity⁷⁴. Once organisations contributing to a crisis intervention have been identified during the interagency planning process, they may align to form functional groups along areas of activity. Actors which can be directed by government authorities are subject to actionable guidance provided by the Information Strategy.

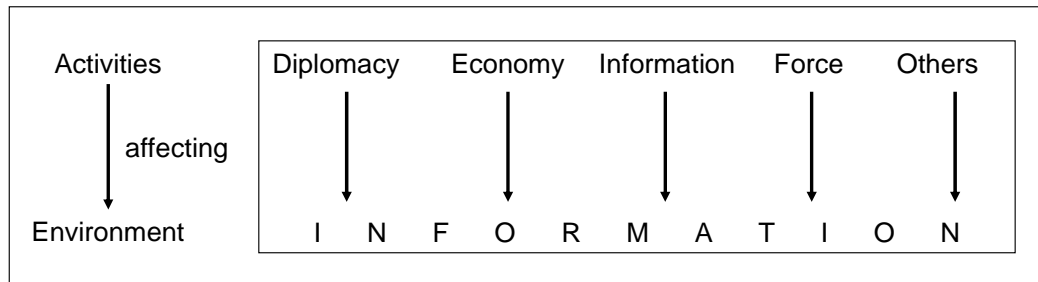


Figure 4: Activities Affecting the Information Environment

The following examples are illustrative and not intended to describe the complete range of possible information actors.

3.2.5.1 Diplomacy

A multinational Information Strategy should be supported by various diplomatic means. Embassy officials may represent Coalition/Alliance governments in the host country, primarily by maintaining government-to-government relations and conducting official government business with the officials of the host country. International meetings with key decision-makers and diplomatic visits may be used to present the Coalition/Alliance's position and transmit master messages.

The Coalition/Alliance may also support activities of non-governmental individuals and organisations, aimed at the international public to promote multinational interests through understanding, informing and influencing foreign audiences. Educational exchange programs, national information centres, sponsored foreign tours of performing artists, as well as government-sponsored media products can also support the Information Strategy.

Person-to-person engagement with local leaders is a key element of communicating with the population. It can be supported by effective public diplomacy activities explaining the Coalition/Alliance's role, directed at influential groups such as government officials, journalists, and political, military, religious and other leaders.

⁷⁴ Areas of activity are the national or organisational means to enforce political will or exert influence on others, applicable to solve a conflict, including political, diplomatic, economic, informational, developmental, military and law enforcement activities, state-led/institutional HA and civil administration support. Sometimes also referred to as 'instruments of power'. During the whole of coalition transformation process of security-related capabilities the traditional concept of instruments of power has evolved. Albeit this construct may be debatable, in particular with respect to 'information' as an equal and independent area of state activity in democracies, it is without doubt that information is a powerful means and should be considered throughout, whatever concept is applied.

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3.2.5.2 Economic Affairs and Development

Economic or humanitarian activities (economic and financial aid, health and food programs, etc.) conducted in the theatre of operations can be supported by messages that promote these activities as well as the Coalition/Alliance's overall objectives.

It should be the responsibility of the relevant lead nation to ensure that these activities and messages are coordinated and consistent with the Information Strategy. This responsibility should include the integration of national commercial companies operating in theatre in appropriate information exchange mechanisms.

Economic affairs and development agencies may also contribute to local media development and the development of the information infrastructure by providing the necessary budget resources, know-how and expertise.

3.2.5.3 Media Activities

Public perception of a multinational engagement in a crisis region will be determined to a large extent by the Coalition/Alliance's ability to address the full spectrum of indigenous media in the theatre of operations, as well as the international broadcasters that enjoy high credibility among the local population. The media play a crucial role in building and maintaining trust in the Coalition/Alliance, and in the dissemination of information.

Media releases will strive to ensure accurate and timely information to the public, and the national and international news media on the Coalition/Alliance's overall objectives, efforts and response to the situation in theatre, i.e., its security actions.

Reporting facts and events in the most appropriate way can contribute to the implementation of the Information Strategy at each level and through all organisations and agencies involved.

Media activities may inform audiences at any time, if and when information is necessary and available. The overall aim is to ultimately promote public understanding and support of the Coalition/Alliance's mandate and mission.

Multinational activities can also support local media development, which is essential to the goal of a pluralistic and competitive media in theatre and corresponds to the principle of local ownership.

3.2.5.4 Other Activities

The application of civilian areas of activity such as police forces, judicial administration, components of civilian emergency management, civilian air management control, medical service and healthcare, etc., can affect the information environment making it supportive to overall objectives. These activities may also be promoted by messages conveyed by accompanying media and other information activities.

The specific focus of military information activities is on providing enhanced support to the multinational force commander. All military activities that occur in open public should reflect a corporate image and create a coherent and credible perception of the Coalition. As far as media relations, internal communication and community relations

are concerned the military implementation of an Information Strategy is advised by PA.

It should be the responsibility of the respective lead nation to ensure that information activities are coordinated and consistent with the Information Strategy. This responsibility should include the integration of national civil agencies in appropriate information exchange mechanisms.

3.2.5.5 Limitations

As the detailed allocation of actors (organisations, capabilities, means, and assets) to themes and messages is done during activity/project planning, codes of conduct (or Rules of Engagement) will not be specifically addressed in the Information Strategy, except for actions and effects of expected strategic-political significance.

3.2.6 Co-ordination Requirements

The Coalition Information Strategy will address processes and structures required for the co-ordination of information activities amongst Coalition/Alliance actors and beyond.

In particular, this will include:⁷⁵

- the authorisation of the Special Advisor (Information) to the Strategic Forum and a description of his/her roles and responsibilities;
- the authorisation of the Information Strategy Co-ordination Group (ISCG) at the strategic level, including a description of its functions and composition;
- the authorisation of the Information Advisor to the IIF, including a description of his/her roles and responsibilities;
- the authorisation of the Information Strategy Working Group (ISWG) at the theatre level, including a description of its functions and composition;
- procedures for revising and updating the Coalition Information Strategy;
- requirements for co-ordination between identified actors that can be directed by government authorities, responsible for the implementation of the Information Strategy;
- requirements for co-ordination of these actors with other actors that may be/become relevant in the crisis area.

3.3 The Information Campaign

3.3.1 Definition and Scope

Definition: The Information Campaign is composed of a series of coordinated, combined and synchronised information activities conducted by different interagency actors, scheduled for a given period of time and related by common Information Objectives.

⁷⁵ For details on roles and responsibilities as well as functions and compositions see Chapter 4.

The Information Campaign should constitute the overall, large-scale implementation of the Information Strategy. Ideally, each succeeding element in the campaign adds to the cumulative impact and centres on a theme featuring the major benefit of the respective information activity.

The multinational Information Campaign in crisis management interventions comprises national, strategic-political initiatives as well as in-theatre, implementation-level activities. This view originates from the acceptance of the global nature of information and the information environment (see Paragraph 2.1.3)⁷⁶, and reflects the fact that each and every activity of the Coalition/Alliance and its partners/members – regardless of the intended purpose and the respective level of involvement – will be perceived indiscriminately and automatically assigned to the combined multinational effort by the concerned local/regional audience(s).

3.3.2 Participation, Ownership and Co-ordination

As a matter of principle, all organisations and agencies of Coalition/Alliance partners/members participate to a certain extent in the Information Campaign – either pro-actively/intentionally or unintentionally, just because of their affiliation to a perceived Coalition/Alliance partner/member. The implementation of national/organisational caveats should therefore be reduced to a minimum that is acceptable and controllable in a multinational context in order not to compromise agreed Information Objectives of the Coalition/Alliance.

The Information Campaign – as a consequence of the Information Strategy – is collectively owned by the Coalition/Alliance partners/members. Ownership in this context refers to responsibility in multinational crisis interventions: no single nation (or partner organisation) – not even the designated lead nation/organisation – should be held responsible alone for the aims and contents of the Information Campaign. However, perception may contradict this principle in practice: effects of multinational activity will be attributed to the Coalition/Alliance as a whole, including all individual partners/members, and *vice versa*.

Consequently, co-ordination of information activities by authorised multinational bodies is essential. This co-ordination requirement, however, must not be limited to information activities, i.e., actions deliberately designed to affect the information environment; integration of the information factor demands to consider inherent informational effects of conventional actions as well.

⁷⁶ Information is global, overarching and multi-faceted; it cannot be owned by anyone once in the public domain.

4 Development of the Coalition Information Strategy⁷⁷

4.1 General

Within the conceptual framework of the Comprehensive Approach, the development of a multinational Information Strategy requires the collaborative involvement of various levels and agencies to ensure that national as well as organisational interests and requirements are met. One basic principle of this scheme, e.g., is that planning products of a previous phase (or a superior level) will be reviewed at the beginning of the subsequent phase or by the subordinate level, respectively, in order to confirm feasibility and appropriateness.

Figure 5 illustrates the sequencing of processes, interfaces between planning products and the responsible bodies for their development, and organisational as well as procedural overlaps relevant to the Information Strategy.

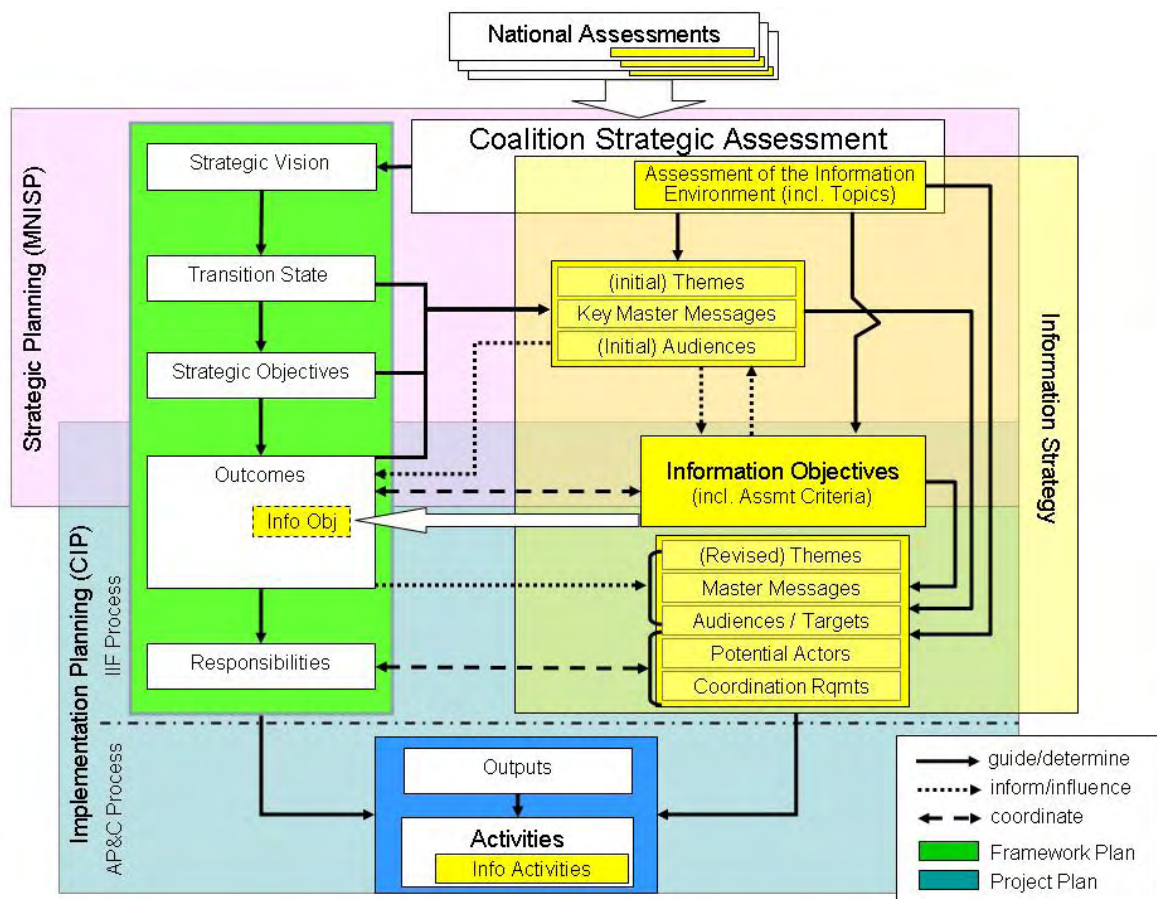


Figure 5: Information Strategy Development – Illustrative Overview

The MNISP process at the strategic-political provides the tenets that will guide the CIP process at the operational/in-theatre level, captured in the CCS. Within the

⁷⁷ CD&E within MNE 5 mainly refers to Coalition operations. MNE 5 specific information will use the term 'Coalition' – to be understood in a broader sense, applicable to multinational crisis management activity in general, regardless of organisational form.

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MNISP process, the Coalition Strategic Assessment (including aspects of the information environment) and Outcomes (including Information Objectives) are of specific importance from an information perspective. The ISCG as the expert's body for information issues at the strategic level will identify Themes, Key Master Messages, and relevant audiences to support Coalition/Alliance key leaders and Coalition/Alliance information activities at the strategic level and in-theatre level as soon as possible.

The interface between the two planning processes is represented by the selected Strategic Option and its associated roadmap, which details a set of coherent Outcomes and constrains the manner in which they are to be achieved. At the beginning of the CIP process, the tasks of the IIF and its organisational representatives include 'Goal Analysis' (including review of the Outcomes) to ensure that the mission set forth by the CCS is achievable. The IIF's review also includes the Coalition Information Objectives as part of the CCS. If it is determined that the goals stated in the CCS are unachievable the IIF should, in discussion with the Strategic Forum, refine either the goals, the assessment guidelines, or the level of resources available until the combination of situation, resources, expectations and goals provide a realistic opportunity for the success of the intervention. As the experts' body for information issues at the operational/in-theatre level, the ISWG would take on the task of reviewing the Information Objectives in close co-ordination with the IIF and the ISCG.

In the first part of the CIP process (or 'implementation planning') the IIF will review Outcomes and develop an approach for implementation, keeping the Strategic Forum informed all the time. This activity will *inter alia* include the identification of leading and supporting organisations for creating the desired Outcomes, which leads to the formation of AP&C Groups. Fully integrated in this IIF Process the organisations' experts on information issues at the ISWG, in close co-operation and consultation with the ISCG, will develop the remaining parts of the Coalition Information Strategy – i.e., revised Themes, Master Messages and related guidance on audiences and targets.

In the second part of the CIP process – supervised by the IIF – AP&C Groups will concentrate on activity planning and finalise the interagency Framework Plan by defining the outputs and related actions required to create the Outcomes. For the information environment, this planning activity is guided by the approach outlined in the Coalition Information Strategy. In this respect, activity planning (and also subsequent project planning by individual organisations) could be considered initial part of the implementation of the Information Strategy.

In general, the development process of the multinational Information Strategy should be kept as transparent as possible and open for contributions by other actors outside the Coalition/Alliance (e.g., local and regional organisations and agencies, including NGOs) in order to avoid competition, minimize inconsistency, and when appropriate pursue common goals.

The following paragraphs describe in detail the functions that need to be performed at the various levels of involvement for developing the Coalition Information Strategy. The structure of 'implementing procedures' is applied for each part of the

development process; each organisational element is addressed by its functionality within the overall context.

4.2 Process

Figure 6 presents an overview of the key processes and products involved in the development of the Coalition Information Strategy:

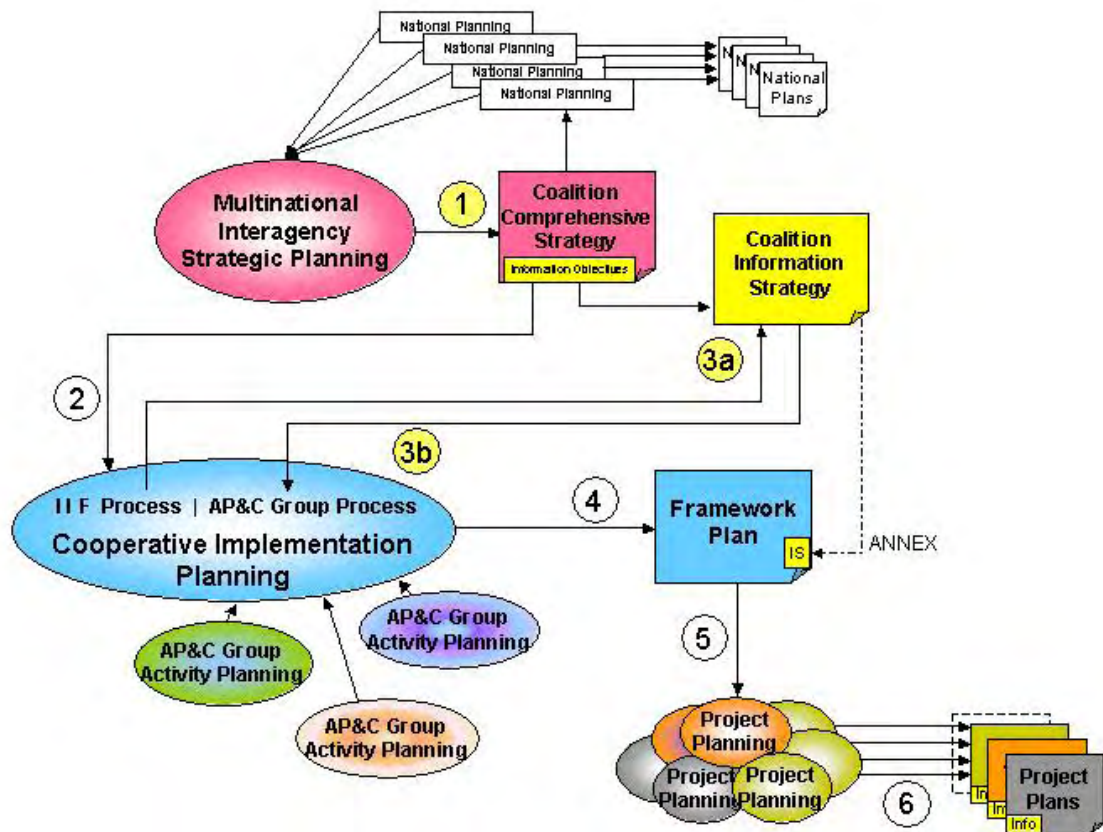


Figure 6: Coalition Information Strategy Development – Process

① The MNISP process produces the CCS comprising the Coalition Strategic Assessment (including aspects of the information environment), the Strategic Vision, the Transition State, Strategic Objectives, and Outcomes to guide subsequent implementation planning and inform national planning in an iterative manner. The CCS also includes the Information Objectives.

② The CCS provides direction and guidance to the CIP process, which will review and confirm the strategic Outcomes for achieving Strategic Objectives. The CIP process will also review the Information Objectives.

③ CIP is subdivided into the IIF Process and the subsequent AP&C Group Process.

a. The IIF Process will *inter alia* produce a prioritised list of Outcomes. Another product of this process is the Coalition Information Strategy, which will be passed up to the strategic level for approval.

b. The AP&C Group Process will add to the results of the IIF Process, *inter alia* outputs, prioritised activities, associated rationale, and co-ordination instructions. The Coalition Information Strategy – available from the previous IIF Process – will guide the development of activities.

④ The result of the combined IIF and AP&C Group processes will be the interagency Framework Plan that needs to be approved by the strategic level. The final plan will include the Coalition Information Strategy as an annex.

⑤ The Framework Plan (including the Coalition Information Strategy) provides direction and guidance to project planning, where organisations will design outputs and how activities will be conducted.

⑥ Project planning results in Project Plans owned by the participating organisations. These plans also include details necessary for conducting in-theatre Coalition information activities, which must be consistent with the Coalition Information Strategy and should be supportive of strategic activities conducted by the nations.

4.2.1 Multinational Interagency Strategic Planning

The following implementing procedures describe how the strategic assessment of the information environment and the development of the Information Objectives are to be integrated in the MNISP process in terms of procedures and related products as well as contributing functions.

4.2.1.1 Purpose

The purpose of this planning activity is the development of the CCS including Information Objectives. As soon as they become available, Information Objectives inform planning and conduct of information activities at the national strategic-political level. In addition they guide the development of the interagency Framework Plan with respect to the information factor and the further development of the Coalition Information Strategy.

4.2.1.2 Input

For the strategic assessment of the information environment and the development of the Information Objectives, the MNISP process must take into account the following input:

- the mandate for the Coalition intervention (from mandating body, e.g., UN);
- national strategic-political decisions, directions and guidance in any format (from national delegations);
- for the strategic assessment of the information environment: public announcements, official statements and communiqués of any actor relevant to the crisis (from national delegations and/or from media analysis);
- national assessments (including assessments of the information environment from a national perspective) (from national delegations);
- for the development of Information Objectives: public announcements, official statements and communiqués of Coalition partner representatives related to

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the Coalition mission and intent (from national delegations and/or media analysis), which may emerge into initial Themes and Key Master Messages;

- feedback from implementation planning, management and evaluation (from ISWG).

4.2.1.3 Procedures

In support of strategic planning from an information perspective, the following procedures have to be applied:

- authorisation of the Special Advisor (Information);
- authorisation of the ISCG;
- review of the provisions of the mandate;
- review of national strategic-political direction and guidance;
- tracking and analysis of public announcements, official statements and communiqués of Coalition partner representatives related to the Coalition mission and intent;
- tracking and analysis of public announcements, official statements and communiqués of any actor related to the crisis;
- development and formulation of initial Themes and Key Master Messages for use by the Strategic Forum and, if applicable, for national information activities – linked to audiences;
- media advice to the Strategic Forum;
- review of the national assessments;
- identify relevant aspects of the information environment pertaining to the crisis area;
- consolidation of a harmonised and detailed description of the information environment relevant to the crisis area;
- contribution to the development/consolidation of the Coalition Strategic Assessment, including the development of the strategic assessment of the information environment;
- contribution to the development and expression of the Strategic Vision from an information perspective;
- contribution to the development and verbalisation of the Transition State from an information perspective;
- contribution to the development and expression of Coalition announcements, statements and communiqués related to the Strategic Vision and Transition State;
- contribution to the development of Strategic Objectives and identification of requirements for specification and itemisation of certain aspects from an information perspective;
- contribution to the development (and adjustment, as appropriate) of Outcomes and identification of requirements for specification and itemisation of certain aspects from an information perspective;

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- development and expression of Information Objectives, derived from the Transition State, Strategic Objectives and integrated with other Outcomes (to be adjusted and refined, as required, during the CIP process);
- development of initial assessment criteria for the evaluation of progress towards the achievement of Information Objectives (to be refined during the CIP process);
- subsequent review of input from implementation planning, primarily concerning Outcomes;
- subsequent review of input from implementation management and evaluation, primarily concerning measurements of success;
- continuous assessment of developments and changes in the information environment and respective contribution to Coalition shared assessments;
- draft the Terms of Reference (TOR) for the Special Advisor (Information) and the ISCG;
- contribute to updating the CCS from an information perspective;
- approval of Information Objectives, and subsequently the Coalition Information Strategy (produced during the CIP process).

4.2.1.4 Output

The MNISP process will deliver the following output (to national delegations, the Strategic Forum, the IIF, the ISCG and the ISWG):

- strategic assessment of the information environment;
- initial Themes and Key Master Messages;
- Information Objectives;
- approved TOR for the Special Advisor (Information) and the ISCG.

4.2.1.5 Participation

For the strategic assessment of the information environment and the development of the Information Objectives, participation in the MNISP process is required by:

- Special Advisor (Information) – lead⁷⁸, and supporting staff;
- ISCG⁷⁹ and National Representatives;
- Assessment Team;
- Strategic Forum⁸⁰.

4.2.2 Cooperative Implementation Planning / IIF Process

The following implementing procedures describe how the development of the Coalition Information Strategy is to be integrated in the IIF part of the CIP process in terms of procedures and related products as well as contributing functions.

⁷⁸ See Paragraph 4.2.4.

⁷⁹ See Paragraph 4.2.3.

⁸⁰ See Paragraph 4.3.1.

4.2.2.1 Purpose

The purpose of this planning activity (the IIF Process) is the development of the initial part of the interagency Framework Plan⁸¹, including the Coalition Information Strategy (which will become an annex to the final Framework Plan after strategic approval). The Coalition Information Strategy informs national information activities at the strategic-political level, and provides direction and guidance to planning and conduct of information activities at the theatre level. It also guides activity and project planning with respect to the information factor.

4.2.2.2 Input

For the development of the Coalition Information Strategy, the IIF Process requires the following input:

- the CCS (from Strategic Forum);
- the strategic assessment of the information environment (from the ISCG);
- initial Themes and Key Master Messages;
- Information Objectives (included in the CCS) (from Strategic Forum or – in draft state – from the ISCG);
- expert advice from functional groups and participating organisations;
- feedback from implementation management and evaluation (from the IIF);
- feedback from fact finding/information gathering missions conducted in theatre (from participating organisations);
- subsequent feedback from the AP&C Group Process;
- subsequent feedback from project planning (from Information Representatives of participating organisations).

4.2.2.3 Procedures

For the development of the Coalition Information Strategy within the IIF Process, the following procedures have to be applied:

- authorisation of the Information Advisor to the IIF, his Deputies and Assisting Staff;
- authorisation of the ISWG;
- contribution to and participation in fact finding/information gathering missions;
- review of the provisions of the CCS;
- tracking and analysis of public announcements, official statements and communiqués of Coalition partner representatives related to the Coalition mission and intent;

⁸¹ Resulting output from the IIF Process consists of: an explanation of the intervention theory of change; a set of prioritised Outcomes, suitably resourced and allocated to participating organisations for their realisation (the supported organisation) with responsibilities for other organisations to act in their support clearly defined (the supporting organisations); a description of the interdependencies between Outcomes and the allocation of responsibility to participating organisations for their achievement; an explanation of the approach theory (or theories) of change; a set of outcome-oriented indicators to help determine progress toward, or achievement of, Outcomes; feasible data collection methodology for outcome-oriented indicators; the Coalition Information Strategy; an estimate of the logistics feasibility of the plan.

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- tracking and analysis of public announcements, official statements and communiqués of any actor related to the crisis;
- review and update, as required, of the strategic assessment of the information environment;
- review of initial Themes, Key Master Messages, and Information Objectives, including confirmation or proposal for change/amendment;
- contribution to the review of proposed Outcomes from strategic planning from an information perspective;
- contribution to the development of additional Outcomes from an information perspective (reference to Information Objectives, which provide the rationale from an information perspective), including prioritisation, sequencing and nesting (supported/ supporting relationships) and assessment criteria;
- development and expression of themes and messages for use in the Coalition Information Campaign, derived from Strategic Objectives and Outcomes (reference to Information Objectives) – linked to audiences and targets;
- identification of audiences and targets to which Coalition information activities ought to be directed in order to create effects in support of objectives (reference to themes and messages);
- identification of appropriate lead actors (participating organisations) to deliver Coalition messages, including supported/supporting relationships;
- definition of restraints and constraints for Coalition information activities concerning themes and messages, and audiences and targets (reference to Information Objectives, and MNISP and other CIP limitations);
- development of evaluation criteria for Coalition information activities (reference to other CIP provisions);
- development of guidelines, procedures and structures for the co-ordination of information activities between Coalition actors and with other actors in the crisis area;
- confirmation of/proposal of amendments to the authorisation of the Special Advisor (Information);
- confirmation of/proposal of amendments to the authorisation of the ISCG;
- drafting of the TOR for the ISWG;
- continuous assessment of developments and changes in the information environment and respective contribution to Coalition shared assessments;
- proposal for approval of the Coalition Information Strategy by the Strategic Forum.

4.2.2.4 Output

For the development of the Coalition Information Strategy, the CIP process will deliver the following output to be approved by the Strategic Forum (to national delegations and the Strategic Forum through the ISCG, and to participating organisations through the respective Information Representatives):

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- the Coalition Information Strategy, including:
 - Context (strategic assessment of the information environment, the mandate and mission, Strategic Vision, Transition State, Strategic Objectives, and Outcomes);
 - Information Objectives;
 - themes and messages (linked to audiences and targets, with indication of responsibilities of areas of activity/functional groups);
 - approved audiences (in broad categories) and targets of strategic significance and/or sensitivity;
 - areas of Coalition activity and actors (with indication of responsibilities for conducting information activities to convey selected messages⁸²);
 - co-ordination requirements concerning the identified actors;
 - limitations (concerning audiences and targets, and themes and messages);
 - assessment criteria for the achievement of Information Objectives;
 - (updated) TOR for the Special Advisor (Information), the Information Advisor to the IIF, the ISCG, and the ISWG.
- contributions to the Coalition shared assessments of the operational environment with a focus on the information environment;
- reviewed/confirmed Outcomes (from an information perspective);
- amendments to strategic limitations (from an information perspective);
- proposed amendments to Coalition assessment criteria and methodology (from an information perspective);
- identification of information environment-specific tasks and resource requirements that may not be otherwise considered by CIP (e.g., enabling and investing in the information infrastructure).

4.2.2.5 Participation

For the development of the Coalition Information Strategy, participation in the IIF Process is required by:

- Information Advisor to the IIF – lead, and supporting staff;
- ISWG;
- Information Representatives⁸³ (of participating organisations);
- IIF.

⁸² As the Information Strategy is developed concurrently with the Framework Plan, it may not be possible to provide actionable guidance until the Framework Plan has reached a significant degree of maturity and resourcing decisions have been agreed by partners.

⁸³ See Paragraph 4.3.7.

4.3 Organisation

Figure 7 presents an overview of the key organisational elements involved in the development of the Coalition Information Strategy:

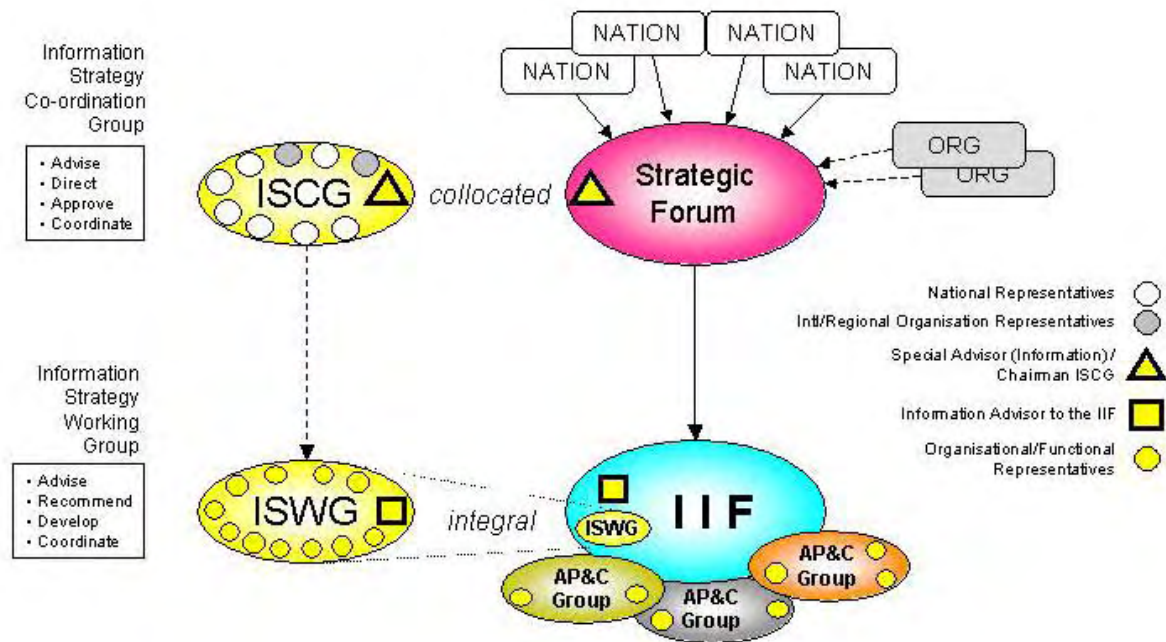


Figure 7: Coalition Information Strategy Development – Organisation

4.3.1 Strategic Forum

4.3.1.1 Function

The Strategic Forum is the highest Coalition body formed at the strategic-political level. Its major function is strategic planning and co-ordination. In particular:

- development of the CCS and strategic-political oversight of its implementation;
- approval of the interagency Framework Plan;
- approval of the Coalition Information Strategy;
- interface between Coalition national governments and multinational Coalition bodies, as well as other IOs and national governments.

4.3.1.2 Composition

A notional functional structure of the Strategic Forum could be the following⁸⁴:

- a decision-makers group;
- a planners group (civil and military);
- an assessment team.

⁸⁴ IAW the Strategic Planning Guide Version 8.0 (see Preface – key reference documents).

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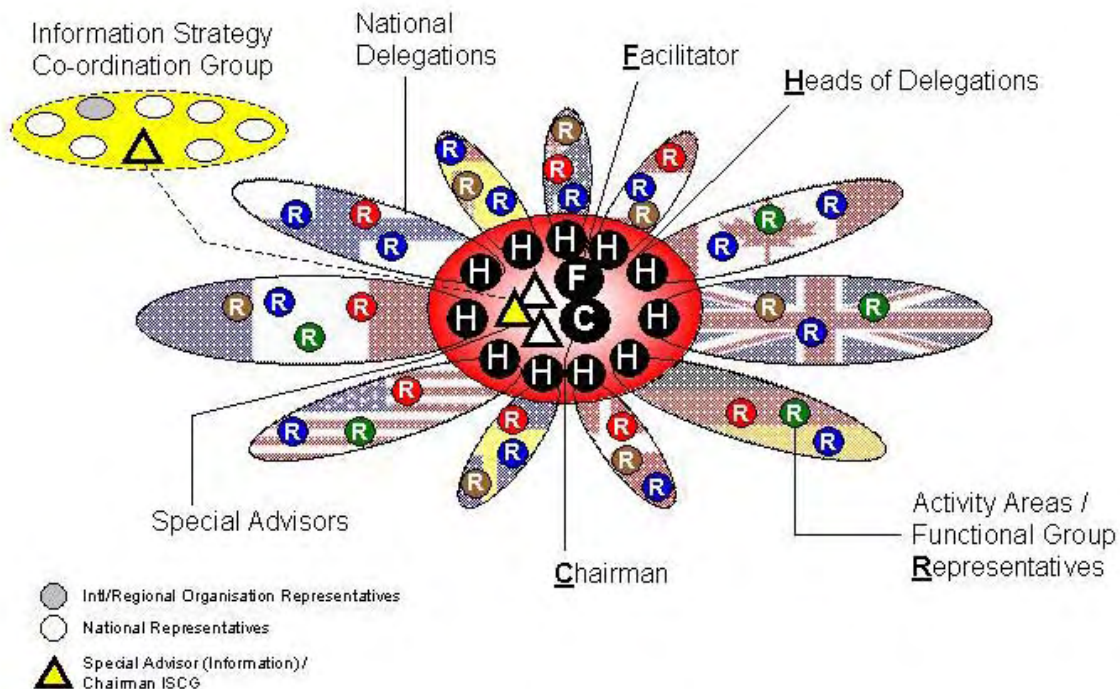


Figure 8: Strategic Forum

Representation in the Strategic Forum may include⁸⁵ (see Figure 8):

- senior national representatives (heads of delegations);
- chairman (nominated by the Lead Nation or selected from heads of delegations);
- facilitator;
- secretariat (supporting staff);
- liaison staff (to mandating organisation, host nation, regional organisations, non-Coalition countries, other organisations, as required);
- Coalition Special Representative (CSR) and core staff of the Interagency Implementation Forum (IIF) (only during Phase 3 of the strategic planning process: 'Development and Endorsement of the Coalition Comprehensive Strategy by Decision Makers');
- Special Advisor (Information), and supporting staff;
- other special advisors or Subject Matter Experts.

4.3.1.3 Interfaces

Reports to:

- (National) Coalition political authorities.

Directs:

- IIF;
- ISCG.

⁸⁵ Assumptions based on observations from initial experimentation during MNE 5 and analysis of the requirement.

Coordinates with:

- Coalition partner governments;
- multinational Coalition bodies;
- host nation government;
- regional organisations, as appropriate;
- third party non-Coalition countries, as appropriate;
- other organisations (such as IOs, NGOs), as appropriate.

4.3.2 Interagency Implementation Forum

4.3.2.1 Function

The Interagency Implementation Forum (IIF) is the Coalition body formed at the operational/in-theatre level for implementation of the CCS. This includes:

- development of the interagency Framework Plan;
- co-ordination of activity planning by AP&C Groups;
- development of the Coalition Information Strategy;
- management and evaluation of Coalition activity.

4.3.2.2 Composition

The IIF is composed of the following representatives (Figure 9):

- Coalition Special Representative (CSR), empowered by the Strategic Forum and authority recognised by participating organisations;
- Chairman of the IIF (deputy CSR);
- representatives of key participating organisations;
- Information Advisor;
- Deputy Information Advisor / IIF Spokesperson;
- Core Staff:
 - facilitation team;
 - evaluation advisor;
 - information management team;
 - administration team;
 - Deputy Information Advisor (Plans).
- Deputy Information Advisor (Co-ordination) / Chairman ISWG;
- ISWG, formed as required on an ad hoc basis;
- Subject Matter Experts.

In addition, the IIF may include a decision support team (KD) to provide Systems Analysis support.

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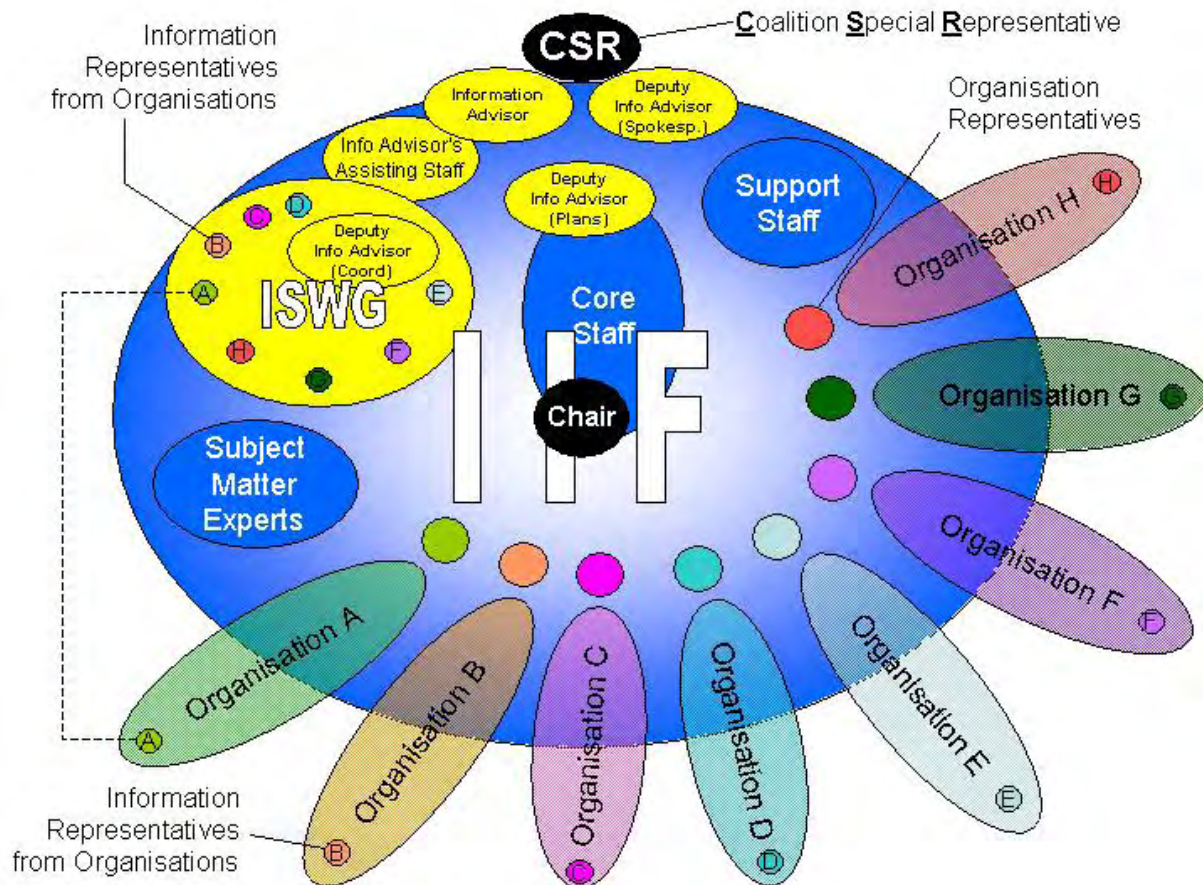


Figure 9: Interagency Implementation Forum

4.3.2.3 Interfaces

Reports to:

- Strategic Forum.

Directs:

- participating organisations;
- ISWG.

Coordinates with:

- host nation government agencies;
- regional organisations, as appropriate;
- other organisations in theatre (such as IOs, NGOs), as appropriate.

4.3.3 Information Strategy Co-ordination Group

4.3.3.1 Function and Authority

The ISCG is the Coalition body formed at the strategic-political level to harmonise and integrate guidance for Coalition information activities. Its functions include:

- advice to strategic planning on issues related to the information environment and the information factor in Coalition plans and activity, including the development of the Information Objectives as part of the CCS, and approval of the Coalition Information Strategy by the Strategic Forum;
- (functional) direction to the Coalition ISWG for the development of the Coalition Information Strategy and information related input to the development of the interagency Framework Plan;
- co-ordination of Coalition partners' national interests, requirements and caveats related to the information environment and the information factor in Coalition plans and activity.

These functions can be best performed if the ISCG is collocated with the Strategic Forum. Of particular importance is the close connection of National Representatives with their respective national delegations to the Strategic Forum. This will ensure that national positions are properly harmonised and delegations can be advised on information issues relevant to the strategic planning process.

The ISCG will be established based on a Memorandum of Understanding (MOU) concluded by the Coalition partners at an early stage of the Coalition building process. Its TOR will be further detailed and issued for approval with the Coalition Information Strategy.

4.3.3.2 Composition

The ISCG is composed of the following representatives:

- Special Advisor (Information) to the Strategic Forum, acting as chairman of the ISCG;
- a deputy Special Advisor / deputy chairman of the ISCG, selected from national/organisational representatives;
- National Representatives for interagency information activities, nominated by Coalition partner governments (see Annex E – Generic Job Descriptions: "The National Representatives in the Information Strategy Co-ordination Group");
- representatives from Coalition partner organisations (such as IOs and regional organisations);
- cultural advisor;
- Systems Analysis support;
- supporting staff (which may include a facilitator as process manager).

4.3.3.3 Interfaces

Reports to:

- Strategic Forum; the ISCG meets periodically and tracks progress related to strategic level information activities and themes, as well as overall intervention success in the information environment. Through the Special Advisor (Information), the ISCG reports and makes recommendations to the Strategic Forum.

Directs:

- functional guidance to the ISWG.

Coordinates with:

- Coalition partner government organisations/agencies (through National Representatives).

4.3.4 Special Advisor (Information) to the Strategic Forum

4.3.4.1 Roles and Responsibilities

The Special Advisor (Information) to the Strategic Forum performs functions as the Coalition primary principal advisor on the information environment and the information factor, and may also act as the Coalition's senior spokesperson at the strategic-political level. In addition, he⁸⁶ chairs the ISCG and is a permanent member of the Strategic Forum.

Detailed responsibilities of the Special Advisor (Information) include:

- chairing the ISCG;
- advising the Strategic Forum and all its elements on all Coalition Information Strategy related issues (including implementation and effectiveness);
- advising on and contributing to the development of initial Themes and Key Master Messages;
- facilitating/directing the development of Information Objectives;
- providing guidance to the ISWG for development of, or revisions to the Coalition Information Strategy;
- reviewing the final Coalition Information Strategy and presenting it to the Strategic Forum for approval;
- acting as senior spokesperson for the Strategic Forum, i.e., the strategic-political level of the Coalition.

A generic job description is provided at Annex E.

In order to cope with the scope of these functions, the Special Advisor (Information) will require a team of assistants and limited supporting staff. In particular, the role of spokesperson for day-to-day business is likely to be undertaken by a public affairs specialist in his team of assistants.

⁸⁶ Throughout the document, pronouns are to be understood gender-neutral; they should neither reveal nor imply the gender or sex of a person.

4.3.4.2 Authority

The Special Advisor (Information) will usually be nominated by the lead nation, endorsed by the Coalition partners and accountable to them. He should not represent a specific nation in the ISCG. He is selected as a neutral senior subject matter expert (comparable to an Assistant Special Representative, rank of senior ambassador) from a national or multinational organisation.

The initial authorisation of the Special Advisor (Information) will be granted by the Coalition partners and expressed in a MOU in order to enable timely contributions and expert advice to the strategic planning process. Respective TOR will be further detailed and issued for approval with the Coalition Information Strategy.

4.3.4.3 Co-operation

The Special Advisor (Information) will require close working relationships with the following:

- members of the Strategic Forum and other special advisors to the Strategic Forum – for integrating expert advice in the strategic-political decision-making process;
- National Representatives for information activities in the ISCG, for co-ordination with Coalition partner government organisations/agencies;
- Information Advisor to the IIF – for providing functional guidance to the ISWG and coordinating strategic-political issues with the IIF;
- other multinational Coalition/Alliance bodies.

4.3.5 Information Strategy Working Group

4.3.5.1 Function and Authority

The ISWG is the ad hoc Coalition working body formed at the operational/in-theatre level as an integral part of the IIF Process to harmonise and integrate guidance for Coalition information activities. Its functions include:

- advice to implementation and project planning on issues related to the information environment and the information factor;
- recommendations to the strategic-political level concerning information activities and assessments of the information environment;
- development of the Coalition Information Strategy, including the provision of advice on the information factor for incorporation in the interagency Framework Plan;
- support to the co-ordination of organisations' planning, management and evaluation of in-theatre Coalition information activities.

The ISWG will be established based on a MOU concluded by the Coalition partners at an early stage of the strategic planning process. Its TOR will be further detailed and issued for approval with the Coalition Information Strategy.

4.3.5.2 Composition

The ISWG is composed of the following representatives:

- Deputy Information Advisor (Co-ordination), acting as chairman of the ISWG (see Paragraph 4.3.6);
- a deputy chairman (selected from organisations' Information Representatives);
- Information Representatives from participating organisations, as appropriate, primarily from the lead organisations of AP&C groups (see Paragraph 4.3.7);
- cultural advisor;
- Systems Analysis support;
- supporting staff (which may include a facilitator as process manager).

4.3.5.3 Interfaces

Reports to:

- IIF;
- ISCG (functional).

Directs:

- Information Representatives of participating organisations, primarily through those of the AP&C Group lead organisations (functional guidance and co-ordination).

Coordinates with:

- host nation government agencies;
- regional organisations, as appropriate;
- other organisations in theatre (such as IOs, NGOs), as appropriate.

4.3.6 Information Advisor to the Interagency Implementation Forum

4.3.6.1 Roles and Responsibilities

The Information Advisor to the IIF is appointed by the Strategic Forum, on behalf of the Coalition member states, as the principal advisor to the CSR on the information environment and the information factor. He oversees and guides the ISWG and advises implementation planning, management and evaluation of Coalition activity as a permanent member of the IIF. He also directs and guides the Coalition's spokesperson at the operational/in-theatre level.

His detailed responsibilities include:

- integrating expert advice in the operational/in-theatre decision-making process;
- providing recommendations to the ISCG at the strategic level, and coordinating operational/in-theatre issues with the Special Advisor (Information) to the Strategic Forum;

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- integration of functional expertise and harmonisation of information activities in planning, management and evaluation of Coalition operations;
- advice to the IIF for development of the interagency Framework Plan;
- approval of the IIF media policy (developed by the IIF Spokesperson to guide contacts of IIF members with the media);
- facilitating/directing development of the Coalition Information Strategy;
- presenting the Coalition Information Strategy to the ISCG for review;
- assimilating evaluation data relative to the Coalition Information Strategy and making recommendations to the CSR and the ISCG;
- providing guidance to functional/organisational representatives in the ISWG for the development of information activities and Project Plans.

In order to cope with these functions, he will be supported by a team of Deputies and a capable Assisting Staff.

A generic job description is provided at Annex E.

4.3.6.2 Authority

The Information Advisor to the IIF will be usually nominated by the lead nation and endorsed by the Coalition partners through the Strategic Forum. He may represent a specific organisation in the ISWG or be selected as senior subject matter expert from another national or multinational organisation.

The role of the Information Advisor is multinational by nature: he is representing the coordinated functional expertise on the information environment of participating organisations – not any national perspective, be it that of his own country or that of the lead nation.

The initial authorisation of the Information Advisor to the IIF will be granted by the Coalition partners and expressed in a MOU in order to enable timely contributions and expert advice to the strategic and implementation planning process. Respective TOR will be further detailed and issued for approval with the Coalition Information Strategy.

The Information Advisor to the IIF will be granted Coordinating Authority for all his functions involving the IIF level and below.

4.3.6.3 Co-operation

The Information Advisor to the IIF will require close working relationships with the following:

- CSR and the members of the IIF – for integrating expert advice in the operational/in-theatre decision-making process;
- Information Representatives of participating organisations – for the integration of functional expertise and harmonisation of information activities in planning, management and evaluation of Coalition operations;
- Special Advisor (Information) to the Strategic Forum for providing recommendations to the ISCG and coordinating operational/in-theatre issues with the Strategic Forum.

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4.3.6.4 Assisting Staff

The number of individuals necessary to perform each of the functions listed in Paragraph 4.3.6.1 depends on detailed mission requirements. A generic composition of the Information Advisor's Assisting Staff is depicted in Figure 10.

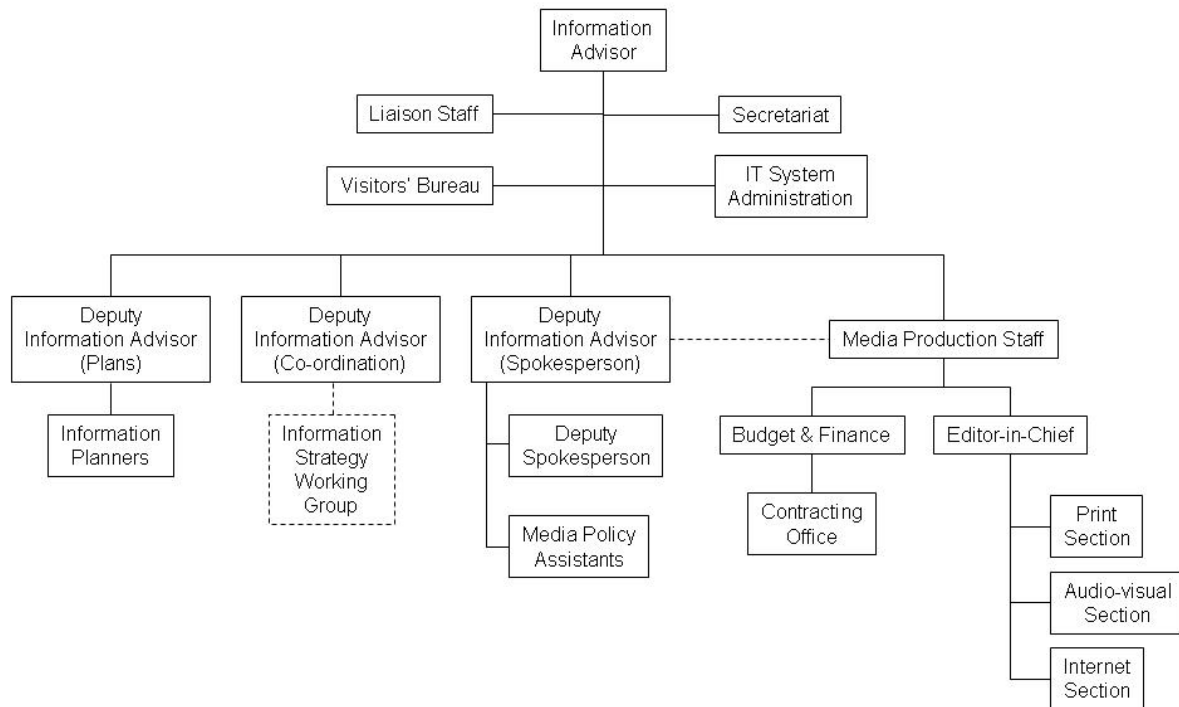


Figure 10: Generic Composition of the Assisting Staff (Information Advisor to the IIF)

Generic functions and key tasks of the Information Advisor's Assisting Staff include but are not limited to the following (interrelationships are indicated in Figure 10):

- Deputy Information Advisor (Plans) – is the permanent representative of the Information Advisor, primarily concerning the function of advising the implementation planning process; member of the IIF Core Staff;
- Deputy Information Advisor (Co-ordination) – chairs the ISWG on behalf of the Information Advisor to coordinate and integrate the contributions of the participating organisations;
- Information Planner(s) – assist the IIF throughout planning, management and evaluation, and provide advice base on the Assessment of the Information Environment;
- Deputy Information Advisor (Spokesperson) – is the ‘voice and face’ of the Coalition at the operational/in-theatre level, acting on behalf of the CSR; chairs IIF press conferences and leads media opportunities for the IIF;
- Deputy Spokesperson – is the permanent representative of the Spokesperson, and the primary point of contact for all requests from the outside media;
- Head Liaison Staff – leads the Information Advisor’s Liaison Staff and is the primary point of contact for all Information Representatives of Coalition participating and affiliated organisations, and other actors, as appropriate;

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- Liaison Officers – maintain close contacts with Information Representatives of Coalition participating and affiliated organisations in order to facilitate coordination;
- Media Policy Assistant(s) – assist in drafting and supervising the IIF media policy, keep track of all media releases by the IIF and its members, and produce regular news summaries, as required;
- Secretariat – provides support in all administrative matters;
- Visitors' Bureau Staff Assistant(s) – arrange and host visits by outside media representatives and journalists, and support the Information Advisor's Liaison Staff in all administrative and organisational matters;
- Chief, Media Production Staff – leads the IIF's organic media/journalistic capability, in close coordination with the Spokesperson, and based on guidance provided by the Information Advisor;
- Editor-in-Chief – leads the editorial work of the IIF media capability, across the presentational formats;
- Audio-visual Journalist(s) – create reports for audio and audio-visual media products – Radio & Television (TV);
- Audio-visual Production Assistant(s) – produce audio and audio-visual media products; they include various types of editors and visual journalists, such as sound operators and video designers;
- Print Journalist(s) – create reports for print media products – newsletters, newspaper inserts, etc.;
- Print Editor(s) – produce print media products; they include various types of editors and visual journalists, such as photographers and graphic artists;
- Internet Journalist(s) – create reports for posting on the Internet, be it the IIF's own homepage or contributions to partner sites;
- Web Designer(s) – develop, design and update the IIF Internet Homepage; develop and design Web contributions for posting on partner sites;
- Budget & Finance Manager – administrates the IIF Media Budget;
- Head Contracting Office – controls the outsourcing of IIF media production;
- Contracting Officers – manage media production outsourcing;
- IT System Administrator – supervises the Information Advisor's Assisting Staff IT network and supports Information Security (INFOSEC) in close co-operation with the IIF system administrators;
- IT Assistant(s) – set up and maintain the Information Advisor's Assisting Staff IT network, and provide user support; support the Web Designers of the Journalist Staff.

4.3.7 Information Representatives

The Information Representatives of the participating organisations represent the expertise/views/positions of their respective agency in the ISWG. Upon discretion of the sending organisations, Information Representatives may have a preferred

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professional background in Public Affairs, Public Relations or Information Operations (military).

They provide functional expertise to the development of the Coalition Information Strategy and the interagency Framework Plan and coordinate implementation and project planning within their functional groups.

A generic job description is provided at Annex E.

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Annex A: Generic Taxonomy of the Information Environment

This annex provides a generic classification scheme of system elements or sub-systems of the information environment in general. The existence, status and behaviour of these elements substantially constitute the status and development of the situation in the information environment.

1. Actors

- a. **Individuals** (e.g., decision-makers, leaders; opinion leaders, opinion formers, and spin doctors; journalists, editors, media publishers; and common people).
- b. **Groups** (population as a whole or parts of it; e.g., by region, ethnicity, religion, activity; groups of the above individuals).
- c. **Organisations** (government agencies & governmental organisations; IOs, NGOs, PVOs; regional and international enterprises; organisations of the above individuals and groups).
- d. Relevant characteristics of actors include their:
 - (1) personalities and cultural specifics (comprising factors such as: psychological profiles/traits and personal history; culture, motives, interests, values, beliefs, attitudes, and stances; risk aversion, and sensitivities);
 - (2) diverse roles – official and unofficial ;
 - (3) perceptions, images, and opinions (How do actors see themselves and other actors? How do actors want to be seen? To what extent do actors trust the International Community, Coalition, Coalition partners, other actors?);
 - (4) information flow and opinion-forming processes, main sources of information and trust in those;
 - (5) intent and capabilities for conducting information activities/protecting the information environment against activities;
 - (6) balance of power, including military, economical, socio-cultural, and religious aspects; in particular, control over media, communication/information processes and/or related means and infrastructure;
 - (7) security situation and its stability, robustness, and sustainability;
 - (8) supporters, and followers, and their respective subsistence levels; support-networks; relationships to other actors with regard to politics, security, economy, and psychology;
 - (9) possible political, strategic, operational, and tactical short-, mid-, and long-term objectives, as well as their hierarchical schemes and prioritization of objectives (What do the actors want to achieve? How will they act in the information environment?);

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- (10) interrelationships and interdependencies between and among actors;
- (11) receptivity, addressing the psychological and technical/physical ability/capability of an actor to perceive/receive messages in any format (e.g., literacy, availability of radio/TV sets); this also includes aspects of external control such as censorship;
- (12) susceptibility, addressing those issues that attract the actors' attention, regardless of the possible resulting effects when consuming; also: "areas of interest" for the actors (e.g., things they would read in a newspaper or programs they would tune in on a radio station); these are often related to attitudes and values;
- (13) vulnerability, addressing those issues that directly affect cognition and emotion of the actors and can be exploited by own actions to create desired effects; assessment is based on results of present social research and refers to anxieties/fears and needs rather than to attitudes.

2. Topics

Topics are subjects which characterise the crisis and are of concern to relevant actors, e.g., regarding the causes and the consequences of the situation:

- a. Issues of main concern for relevant actors.
- b. Actors' perceptions of / opinions on these issues.
- c. Level of information / depth of knowledge about these issues.

3. Specific Information Systems

In general, two particular types of information systems can be identified as playing an important role in both the military and the civil world:

- a. **Communication and Information Systems (CIS)**: equipment, methods and procedures and, if necessary, personnel, organised to accomplish information processing and transfer functions.
- b. **Command and Control Systems (C2S)**: equipment, methods and procedures – including planning and decision-making tools –, and personnel that enable leaders/commanders and their staffs to exercise command and control.
- c. Relevant characteristics and components of CIS/C2S include:
 - (1) personnel (including actors in the above sense);
 - (2) command and control philosophy, in terms of decision-making processes, organisation, and communication and information flow patterns (including aspects such as censorship and freedom of opinion);
 - (3) technical equipment, techniques, platforms, and organisations used, established, and required to receive, process, and transmit data and information, including their functionality, detailed features, capacity, and level of interoperability, robustness, redundancy, and reliability; this includes system

elements and components from (human and technical) sensors throughout the loop to shooters (e.g., IT in weapons systems);

(4) infrastructure (official and unofficial), including commercial facilities and installations related to telecommunication companies and networks, postal and courier services, broadcast or media dissemination facilities such as fixed and mobile radio stations, platforms;

(5) supply dependencies, such as related to energy, water, transportation, and maintenance.

4. Media

a. **Personnel** (e.g., management, owners, financiers, stakeholders, publishers, editors, journalists, employees).

b. **Assets** (official and unofficial, open and covert; used or employed by actors for indirect communication, information, entertainment, and other related purposes, including **traditional communication, new and emerging media**:

(1) contents (themes and messages);

(2) reach/area of influence;

(3) affiliation;

(4) credibility;

(5) availability.

c. **Infrastructure** (including related industries and media production facilities, e.g., studios and printing shops).

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Appendix A-1: Assessment of the Information Environment (Template)

This appendix provides a set of questions as guidance for assessing the information environment. This set of questions bears on the generic taxonomy of the information environment. Comprehensive analysis of responses should advance systemic understanding and promote a situational and prospective assessment of the information environment.

In combination with the generic taxonomy of the information environment this set of guiding questions may lead to a suitable format of related assessment products (such as the 'strategic assessment of the information environment').

ACTORS

- How do the actors see themselves and other actors? How do the actors want to be seen?
- How do actors see the International Community and the Coalition and its (potential) engagement?
- How do actors see themselves being perceived by the international community and other actors?
- Who are the actors in affecting/exploiting the information environment to shape the situation?
- What are the actors' intent, means and capabilities to affect/shape/exploit the information environment?
- What are the Coalition capabilities (including constraints and restraints) to affect/shape/exploit the information environment?
- What are other actors' 'information strategies' or similar plans?
- What activities conducted by what actors are currently affecting the information environment?
- Which attitudes, opinions and motivations are linked to specific actors? On the other hand, which attitudes, opinions and motivations are common?
- Which are the key cultural factors that characterise actors?

RELEVANT TOPICS / ISSUES ⁸⁷

- What are topics/issues of main concern for relevant actors? Which topics/issues "touch" the actors?
- How and to what extent are the actors informed about these issues? Why?
- What are the local perceptions on the situation? How do the actors perceive these issues? What are the actors' opinions on these issues? Why do the actors have these opinions?
- What are the consequences related to the actors' perceptions/opinions on these issues?

⁸⁷ Topics identified by the assessment of the information environment should be considered during the development of themes and messages. See Annex C.

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- What is the relevance of these consequences to the situation?
- What are topics/issues to be avoided (taboos)? Why?
- Are there topics/issues which are particularly linked to specific media?
- To what extent are rumours relevant to public opinion?

ACCESS TO INFORMATION

- Is access to information limited to relevant actors? Are there media that can only reach specific actors or groups of actors? Are there cultural origins to this situation?
- What are the consequences relevant to the crisis?
- What role does access to information play in this scenario?
- Which media are continuously accessible? Are there temporal, infrastructural, cultural or other kinds of limitations or regulations?

MEDIA LANDSCAPE / INFORMATION / COMMUNICATION

- What is the role of the media? Are there public and private media? To what degree are the media free/restricted/censored? Are there cultural origins to this situation?
- What are the main sources of information for the actors?
- What are the actors' main ways, means/assets to access information?
- What are the actors' main ways, means/assets to communicate?
- To what degree do actors trust which source of information?
- What kind of media/assets is used in the society? Which are the main ones and which are rarely or not used at all?
- Which media are used for which reasons?
- Who are the relevant actors in the media landscape?
- To what degree do the several actors trust what media? Why?
- What are the contents broadcasted/distributed? What is the granularity and focus of the media representation of local, regional and international actors, topics and related situations? Are there topics/issues that are limited to certain regions?
- Do official authorities give public statements? On what issues? What is the purpose?
- To what extent are international media able to penetrate cultural and religious information? Are international media able to overcome cultural/religious boundaries?
- How robust/redundant are the means, capabilities to access information and communicate? How to influence/deter the communication means?
- What kind of information / communication infrastructure is in place?
- What is the infrastructure (including supply) critical to the media, information and communication system?
- What kind of command and control system is used by the actors? What is the philosophy behind this system? What are the (technical and human) means?

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- What kind of equipment is used? Examples: Commercial/military? From foreign countries/own development?
- How is the electromagnetic spectrum used? By which means?

INFORMATION FLOW / OPINION-BUILDING / DECISION-MAKING PROCESSES

- How do the opinion-building processes / decision-making processes of actors work? How are these processes structured? What are related key actors and functions? What are the cultural specifics of these processes?
- How and to what extent do the media reflect public opinion?
- How do the information flow processes between and among actors work? On what information flow processes are the opinion-building processes / decision-making processes based?
- How does the perception of actors by other actors influence their opinion-building processes / decision-making processes? Example: Is a positive image in the international media of importance for specific actors?
- What kind of information activities have to be considered to influence the opinion-building processes / decision-making processes?
- What activities / capabilities are in place to protect the information flow processes / opinion-building processes / decision-making processes? What are respective vulnerabilities?
- What is the specific role of religion / culture in the region? What is the religious / cultural impact on the information flow processes / opinion-building processes / decision-making processes?
- What are the main constraints and restraints regarding religious and cultural taboos?
- What is the impact of rumours on information flow processes / opinion-building processes / decision-making processes? Which kind of rumours can easily be spread and which rumours can hardly be disseminated? To what extent can certain rumours influence, e.g., promote or halt, other rumours?
- What are the main sources of rumours? What actors spread and use rumours? On what purpose?
- What kind of information or news has the ability/chance to activate certain actors? What reaction towards different types of rumour can one expect from certain actors?
- Are there cultural/religious events and processes that enable certain information flows? What kind of knowledge is being transferred in traditional ways of education (e.g., initiation ceremony)?
- What is the impact of regional or cultural connatural media on the information flow / opinion building / decision making processes?

FREEDOM OF EXPRESSION

- To what extent is freedom of expression guaranteed by constitution?
- To what extent and how is freedom of expression restricted in practice?

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- Are there cultural origins to this situation?
- To what degree is actors' freedom of expression relevant to the crisis?
- How does the cultural/religious background shape the understanding of the concept of freedom of expression?

ENVIRONMENTAL ISSUES

- What languages and dialects are used in the region?
- How are these languages/dialects distributed in the region
- Is there a common language? Which local languages and dialects are reflected in media?
- What is the level of literacy and education – define regional flavours?
- What is the main method/tradition of communication (oral, text or visual) – are there regional variations?
- What are the primary means of transport and distribution? What is the degree of mobility of the local population?
- Are there any seasonal weather patterns that hamper communication?
- Are there any geographical issues hampering communication?
- Are there impenetrable areas (jungle/mountains etc)?
- What is the normal basic diet and need for services?
- What are the accessibility to children's care and education?
- Is the population self-sufficient?
- How are basic life-support measures provided?
- Who is providing security to whom? What are the agendas of the various security providers? What is the local perception of the security situation?
- Is there any potential of natural and/or technological hazard in the region?

RISKS AND CONCERNS

- What are risks and concerns regarding a (potential) Coalition engagement – e.g., perception of the engagement, development of the situation in the information environment?
- How may the situation in the information environment evolve if the Coalition acts / does not act in specific ways?
- Are there low-likelihood events that represent a high risk to Coalition activity?
- What is the Coalition's vulnerability to these risks?

BACKGROUND

- Did comparable crisis situations appear in the same region previously?
- What were the origins of these crisis situations? Who were the main actors relevant to the information environment then? Are there still existing main actors relevant to the information environment which may be used as point of contact/ "door openers"?
- What lessons were identified/learned regarding the role and relevance of the information environment in previous conflicts with respect to the situation, its

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assessment, solutions, and results?

- Was any possible coalition partner involved in a previous crisis in the region of concern? Could this involvement still have an (positive or negative) impact on the current crisis?
- What are the major changes since previous conflicts with regard to the information environment?

AREAS OF COMPARABLE CONDITIONS IN THE INFORMATION ENVIRONMENT / INTERRELATIONSHIPS OF AREAS

- Within and attached to the crisis region what are areas with the same or comparable conditions in the information environment and what areas differ from other areas?
- What are the main differences in these areas (actors, information systems, opinion-building / decision-making processes and media)?
- What are the interrelationships between these areas (main actors / key communicators, information systems, grade/hierarchy of the interdependency, concurring and/or opposing positions to the respective crisis)?
- What is the level of influence of the main actors / key communicators of these different areas to their respective area audiences?
- What are the critical vulnerabilities and critical requirements of these main actors / key communicators concerning the information environment?

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Annex B: Development of Information Objectives

An Interdisciplinary View on the Operational Environment from an Information Perspective

The security environment is a complex political-military web of regional, cultural, and political competitions and conflicts, involving threats to vital interests posed by a variety of actors. Once a crisis⁸⁸ has been identified through conflict analysis and/or political decision-making⁸⁹ specific attention will be focused on a defined operational environment by relevant actors.

An operational environment constitutes a composite of the elements, conditions and influences that affect the employment of resources and capabilities, and that bear on operational decisions. In modern societies the creation, distribution, diffusion, use, and manipulation of information is a significant economic, political, and cultural activity. The information factor evolved to become a significant element of security-related capabilities and is critical to all areas of activities.

The information environment is the virtual and physical space, in which information is received, processed and conveyed. It consists of the information itself and information systems. Information is pervasive across the areas of activity. It spans the scope of civil and military, national and multinational, as well as governmental and non-governmental activities, and involves the consideration of both the deliberate and inherent informational impact of actions.

The nature of information is global, overarching and multi-faceted in a sense that it cannot be owned by anyone once open in the public domain. Despite state-controlled technical and procedural systems to deny access and limit consumption of information to audiences, it is extremely difficult to restrict the worldwide flow of information for an extended period of time. The information environment must by nature be recognised in global dimensions and cannot be limited to a specific security or operational environment⁹⁰.

Planning for crisis management within a Comprehensive Approach needs to consider the operational environment as a system of systems, focused within the context of an overarching security environment and embedded in the information environment (see Figure 11).

⁸⁸ A situation where the equilibrium between antagonist forces or interests within or between states is broken, potentially leading to violence.

⁸⁹ Although political decision-making ideally evolves from sound (conflict) analysis, the definition of a crisis may be driven by other interests, such as maintenance of power, expansion of markets, national demands, etc.

⁹⁰ Based on this understanding the label "global" information environment is redundant – and other qualifications such as "military" or "local" information environment are misleading.

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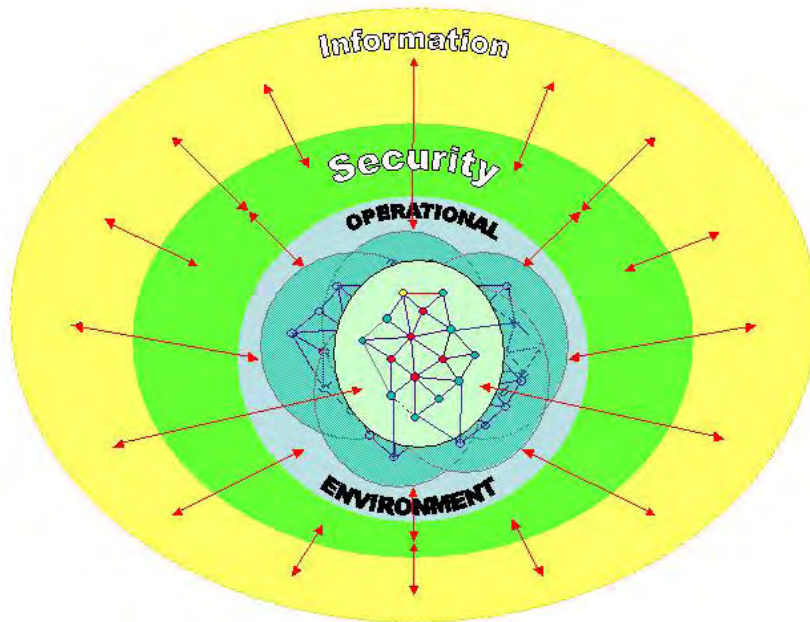


Figure 11: Information – Security – Operational Environment

Assessment of the information environment is a crucial task in support of national and multinational strategic assessments; it complements other assessments provided from areas of activities or functional views with considerations concerning the information factor.

The assessment of the information environment contributes to the development of mission objectives in general and of Information Objectives in particular.

Strategic Objectives and Outcomes⁹¹

Strategic Objectives provide a description of the situation in terms of key achievements needed to reach the Transition State⁹². Strategic Objectives are the highest level breakdown of the Transition State.

Outcomes are intermediate system states or a more detailed description of the situation en-route to the achievement of Strategic Objectives. Outcomes establish benchmarks by which to judge the overall progress of an operation over time. Achieving Outcomes may require the involvement of several instruments of power (or: 'areas of activity') and will have to be agreed upon by strategic decision-makers within the strategic planning process but adjusted and refined during implementation planning.

⁹¹ Based on: MNISP "Strategic Planning Guide" (SPG), Version 8.0 (24 September 2008), and "CIP/CIME Outline Concept", Version 2.9 (08 August 2008).

⁹² The transition state postulates the single, unambiguous purpose towards which Coalition crisis/conflict resolution activities are directed, and which will be attained by the achievement of strategic objectives. It describes the overall situation in a security environment as a system state which needs to exist before a Coalition intervention can be terminated on favourable terms. Also called 'mission end state'.

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Definition: "Information Objectives" (see Paragraph 3.2.2 of the Analytical Concept)

Information Objectives are Outcomes to be created in the information environment. They should be measurable to enable analysis, planning, execution/management and assessment/evaluation of related activities and/or outputs.

Information Objectives are the centrepiece of strategic-political guidance for effects in the information environment. Based on Strategic Objectives, the assessment of the information environment, and Themes and Key Master Messages suggested by the strategic planners, they focus the description of required conditions for achieving the Transition State on information aspects.

As the information factor is pervasive across areas of activity and the information environment forms an integral part of the operational environment, Information Objectives cannot be isolated from Strategic Objectives nor be considered Strategic Objectives themselves. Information Objectives propose a different layer for looking at desired system states and are fully integrated and supportive to Strategic Objectives. They describe specific Outcomes focused on the information environment.

Information Objectives will not necessarily be exclusively linked to a specific Strategic Objective; rather may they address issues contained in several Strategic Objectives in a cross-functional/interdisciplinary manner.

Contents of Information Objectives

Information Objectives must describe the desired system states in the information environment relevant to the Transition State and overall mission objectives – as *required conditions for achieving Strategic Objectives*. This description should be based on a generic taxonomy of the information environment⁹³ used for focused Systems Analysis.

Because Information Objectives provide the centrepiece of strategic guidance for effects in the information environment, the *links to the supported Strategic Objectives and other relevant Outcomes* must be well-defined and clearly stated. The updated assessment of the information environment provides the basis for reviewing and recommending changes to Information Objectives, integrated with the review of the strategic draft Outcomes during implementation planning.

Information Objectives should help to *define the purpose of activity in the information environment*. Because of the pervasive character of the information factor, they should demonstrate the relevance of related actions and effects to most (if not all) actors involved in mission accomplishment instead of being perceived as singular guidance for some indefinite 'information actors'.

Development of Information Objectives through Interagency Planning

(see Chapter 4 of the Analytical Concept)

Information Objectives will be developed during the interagency strategic planning process and refined through implementation planning. They initially become part of

⁹³ See Annex A.

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the CCS for a multinational crisis management mission; are subsequently reviewed by functional representatives of participating organisations; and will be approved in their final version as part of the Information Strategy.

At the strategic level, the Special Advisor (Information), assisted by the Information Strategy Co-ordination Group (ISCG) of National Representatives, advises multinational assessment and planning to incorporate the information factor in all respective products, including the Strategic Assessment, Strategic Vision, Transition State, Strategic Objectives and Outcomes. At the very beginning of the strategic planning process initial Themes and Key Master Messages will result from the assessment of the information environment and the topics identified therein, as well as from political decisions. These Themes and Key Master Messages then inform the development of Information Objectives, which is an iterative process: there is no formal sequence of contributing to the development of Strategic Objectives and Outcomes, and developing Information Objectives. Throughout the process the link between Information Objectives and strategic planning products must be ensured. This will be supported by an appropriate mapping and content analysis of the resulting relationships. At the strategic level, Information Objectives need to be mapped to Strategic Objectives as well as to other Outcomes.

At the operational or in-theatre level, the review of Information Objectives will be conducted in parallel and iteratively with the review of draft Outcomes developed during strategic planning. The Information Strategy Working Group (ISWG), composed of functional or organisational representatives, advises multinational implementation planning to incorporate the information factor in all respective products, including effects and measurements of success. Information Objectives – provided as initial guidance with the CCS – are reviewed by representatives of those responsible for their achievement, adjusted, as required, and forwarded to the strategic level for approval.

Wording of Information Objectives

Information Objectives should be phrased in a concise statement that identifies who or what is to be affected in what way, and conclude with a comprehensible justification.

To impart the explicit meaning, each Information Objective should:

- state the **subject focus**, i.e., clearly address the relevant system element or sub-system that should be affected, reference to the assessment of the information environment and the taxonomy proposed therein (Part 1);
- indicate the **quality of change** of a system state, i.e., describe the direction and aspired modality towards which a relevant system element or sub-system of the information environment should be changed (Part 2);
- provide a **conclusion** that details the rationale for changing a system state, linking the Information Objective to Strategic Objectives (Part 3).

In order to be measurable, Information Objectives should focus on observable systemic and attribute changes compared to an agreed baseline (i.e., the assessment of the information environment).

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The level of detail to be applied is driven by the strategic perspective: Information Objectives should guide the development of effects/outputs rather than pre-empt results from functional implementation and activity planning.

Illustrative Examples

CODE	Part 1	Part 2	Part 3
	SUBJECT FOCUS	QUALITY OF CHANGE	CONCLUSION
	SYSTEM ELEMENT, SUB-SYSTEM	DIRECTION AND MODALITY	RATIONALE
InfoObj XX	<i>All national and domestic actors...</i>	<i>...understand Coalition aims, objectives, and intent...</i>	<i>...in order to ensure the continued willingness for member partners to continue their participation and maintain Coalition cohesion.</i> Supports all Strategic Objectives.
InfoObj XX	<i>Communications and information infrastructure in XYZ and the region...</i>	<i>...is functioning and reliable...</i>	<i>...to enable wide-ranging and reliable communication between all actors and the populations in the region.</i> Supports Strategic Objective: "conditions that improve the economy, social welfare and humanitarian affairs of Country XYZ."
InfoObj XX	<i>Relevant actors in the region...</i>	<i>...are convinced to promote a positive vision of the future through dialogue, cooperation and education...</i>	<i>...in order to gain active participation and support for the stabilization and sustainable development of the region.</i> Supports Strategic Objective: "political process agreed among XYZ institutions and civil society, to allow for free and fair elections that will result in the full and equal participation of all stakeholders in the political future of XYZ, initiated within the constitutional framework."

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InfoObj XX	<i>Telecommunication and C2 lines of communication of the L. M. Gang...</i>	<i>...are disrupted...</i>	<i>...in order to reduce their insurgent capability and contribute to local security in the ABC Region.</i> Supports Strategic Objective: "establishment of a safe and secure environment in which the Government of XYZ exercises effective control of its entire territory and the security forces refrain from human rights violations."
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Annex C: Development of Themes and Master Messages

Themes

Themes provide the unifying subject or idea of a message or set of messages and information activities. Themes express the context for messages to be conveyed to audiences and activities to affect targets. Themes are not subject to any modification without strategic-political approval.

Themes should be phrased as 'headlines' that indicate the issue of concern for associated master messages. They may include qualitative elements if that can be done concisely within a phrase rather than a full sentence.

Master Messages

Messages express a thought or idea as the object of communication. Key Master Messages and Master Messages listed in the Information Strategy provide initial, immediate guidance for national initiatives and information activities at higher multinational levels. In order to meet specific requirements in theatre, these messages will need to be permanently reviewed, adjusted and amended throughout the campaign/mission. Based on the fact that every action or behaviour may bear informational content, messages provided with the Information Strategy and/or Project Plans (resulting from subsequent organisational planning) also guide conventional activity.

At the earliest stage of a Coalition forming or Alliance mission planning, there will be a requirement for a small number of cross-theme, top-level messages for use by leaders and spokespersons to immediately begin to shape the information environment; these messages are known as Key Master Messages. Inevitably, such messages will be similar to slogans, broad and widely targeted, highlighting the mandate, key objectives and limitations of the Coalition and pre-empting unsupportive messaging by critical actors. Based on the initial main effort of Coalition/Alliance activity, these messages provide the foundations for a successful shaping of the information environment throughout the Information Campaign. There may need to be specific Key Master Messages that address why the Coalition/Alliance will not involve itself in obvious topics that have been considered and rejected as themes. Key Master Messages will be listed in the main body of the Information Strategy to reflect their importance and utility.

Master Messages must also be prepared to address contingencies. The Coalition will need to respond to undesirable and unavoidable events which may be the consequence of human activity or natural developments outside human control. It will be important that the highest risk, highest impact situations - both related to the assessed vulnerability of the Coalition/Alliance - are forecast and contingent master messaging is pre-prepared to mitigate or counter the negative impact on the Coalition's mission, and to pre-empt exploitation of the situation by adversaries.

Messages at all levels supporting the Coalition mission must be culturally sensitive, in particular those adapted from Master Messages for distinct audiences. Detailed consideration of cultural factors will suggest references that should be avoided in

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messaging because of the likelihood of causing offence, the lack of resonance with the intended audience or inappropriate assumptions that local audiences aspire to Coalition cultural values.

There is also a danger that Master Messages in support of one theme or to one audience will be counter-productive when considered in the context of another theme, or when coincidentally received and misinterpreted by another audience. Such contradictions should be sought out during the development process and appropriate guidance given in the Information Strategy to de-conflict or manage the contradiction.

Development Process

Step 1 - Review the Assessment of the Information Environment and Analyse Topics.

The (national/Coalition/Alliance) strategic assessment processes will identify the majority of relevant topics relating to the crisis through sound qualitative analysis. However, the political and media debates surrounding the crisis (and the Coalition building process), and the engagement of implementation planners with an in-theatre perspective, may reveal additional topics that will be critical to the stability of the Coalition/Alliance, the enduring nature of the crisis resolution and other non-intuitive factors.

From the range of topics relevant to the crisis those of particular importance for immediate consideration will be selected based on the collective intent for crisis management of the Coalition partners/Alliance members. As soon as available, this process will be advised and coordinated through the ISCG.

Step 2 - Develop Initial Themes and Key Master Messages.

With the commencement of the formal strategic planning process, the ISCG will recommend the derivation of initial Themes from the range of topics identified. The Strategic Forum will judge the recommendations and choose/confirm the Themes, driven by political considerations.

At the earliest stage of mission planning, there will be a requirement for a small number of cross-theme, top-level messages. These Key Master Messages are communicated by leaders and spokespersons at the earliest opportunity. The formulation of Key Master Messages and the selection of initial audiences to which they are conveyed are based on the initial Themes. Ideally, Key Master Messages should be drafted following Coalition/Alliance political direction. However, the formal stance of the Alliance or the tone of the Coalition, respectively, will be set even before the formal inauguration of the Coalition or the issuance of the Alliance initiating directive for the mission. This may materialise for instance through statements of UN figures, likely Lead Nation politicians and possible Coalition partners.

An early task of the Special Advisor (Information) to the Strategic Forum (and the ISCG) will be to consolidate existing messages, discard inappropriate ones, and integrate the remainder into the Information Strategy.

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Themes should be phrased as concisely as possible, capturing the essence of the topic rather than more precise, but longer statements. Key Master Messages provide the required details for conveying substantial information to shape the information environment. Key Master Messages (and messages in general) should be phrased as propositions, briefly stating announcements, attributes/capacities, demands/ requirements, pledges, predictions or any other notion. The choice of words for Key Master Messages and the selection of initial audiences will be politically sensitive and subject to direction by Coalition/Alliance political leaders.

Given the likely speed and concurrency of elements of strategic planning, the set of initial Themes and Key Master Messages will also inform the development of Information Objectives by the ISCG during strategic planning (see Annex B).

Step 3 - Review Themes and Develop Master Messages.

This step is conducted during implementation planning, which starts with a general review of products/guidance from strategic planning.

The review process, led by the ISWG, will confirm, change and/or amend the set of initial Themes, based on the updated assessment of the information environment and the review of Outcomes conducted by the IIF.

The identification of cross-objective Themes is not unusual in a complex, Comprehensive Approach context. It is important to compare Themes across the Information Objectives to identify duplications, i.e., Themes that support several Information Objectives, de-conflict content, and harmonise wording.

Master Messages will be identified primarily by consideration of the revised Themes, the Key Master Messages and Information Objectives, informed by the results of implementation planning.

As the personnel tasked with the development of follow-on products to Information Objectives is different from those having developed the Information Objectives – ISWG composed of organisational representatives vs. ISCG composed of national representatives – close co-ordination and consultation between the strategic and the operational/in-theatre levels is required to ensure consistency.

Step 4 - Mapping Themes and Master Messages.

Mapping should begin at an early stage as an analytical tool to help develop elements of the Information Strategy. In order not to lose track of what Themes support which Information Objectives, mapping of Themes to Information Objectives and outcomes is essential, preferably in a graphical/matrix format. This step also requires comprehensive mapping of the principal elements of the Information Strategy - Information Objectives, Themes and Master Messages - with each other and with Outcomes in order to test the coverage of the information environment and the desired support to the Coalition plan. Analysis will establish the extent of coverage (in particular,

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identifying gaps), the utility of particular messages and contradictory messaging.

Step 5 – Identify Audiences to be addressed for each Master Message.

At the beginning of this step, the assessment of the information environment should be reviewed and a list of possible audiences compiled. Based on this list audiences will be grouped and assigned to specific Master Messages. During this activity the requirement for additional audiences may be identified.

The identification of audiences concludes with a mapping of audiences to Master Messages, preferably in a graphical/matrix format.

Step 6 – Identify possible Actors or Areas of Activity for conveying Master Messages to the intended audience(s).

This step involves the identification of possible Coalition/Alliance actors based on the Strategic Assessment. During this activity the requirement for additional actors/capabilities may be identified.

The detailed identification/definition of actors as well as mapping of actors to messages and audiences will occur during activity and project planning (including identification of which messages relate to what Outcome, output or effect).

Further Implementation

Some Master Messages may be directly used as messages by Coalition/Alliance actors at the activity planning level while others will have to be tailored by them to their specific requirements. All messages developed at subsequent levels need to be consistent with the Master Messages provided by the Information Strategy, and pass an appropriate approval process.

Examples for Themes and Messages

KEY MASTER MESSAGES:

- The Coalition has been invited by your government to help it address issues X, Y & Z.
- The Coalition has been authorised by the international community through UNSCR 9999.
- The Coalition will not get involved with the return home of refugees because the UNHCR already has a resourced programme in place.

THEME: "**Acceptance of the Coalition**" (*Understanding of Coalition aims is a prerequisite for achieving enhanced security and building an environment that is favourable for Coalition activity.*)

MASTER MESSAGES:

- We support the XYZ government and people and will leave XYZ as soon as our mandate is complete.
- We are actively generating support within the International Community for the benefit of the XYZ people.

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- The XYZ Government has requested us to support the development of the infrastructure, economy and social services.
- The Coalition/Alliance will respond in an even handed manner to situations regardless of the affiliation of individuals or groups involved. (...)

THEME: **"Favourable Conditions for Development"** *(There are certain conditions that have to be met as a prerequisite for effective Coalition activity. Most of these require collective effort.)*

MASTER MESSAGES:

- The military component is in XYZ to provide security and logistics for the Coalition and humanitarian organisations to allow them to make their job.
- Violence is the wrong way to solve your problems and might lead to reduced international support.
- We will support the development of an open and accessible information environment which will allow a constructive dialogue between all sides.
- We are encouraging the local communities to accept refugees/IDPs on a temporary basis. We will support their return as soon as the situation allows. (...)

THEME: **"Local Initiative, Involvement, Commitment & Self-confidence"** *(The people of XYZ and the ABC Region should perceive their future being as achievable and within reach of own initiatives. Coalition assistance must not be mistaken as dependence.)*

MASTER MESSAGES:

- Substantial improvements in life conditions can only be achieved if the XYZ people mobilise and utilise their resources, capabilities, and abilities.
- The XYZ Government and people are capable to substantially contribute to overcoming present problems and creating better conditions. (...)

THEME: **"Local and Regional Dialogue and Cooperation"** *(The Coalition should empower self-help. An important factor to enable this ambition is a sense of commonality and interdependence.)*

MASTER MESSAGES:

- All actors are called upon to cooperate with relevant institutions that comply with the XYZ constitution.
- We will support the development of an open and accessible information environment which will allow a constructive dialogue between all sides.
- We encourage all sides of the conflict to start and continue a dialogue concerning the reconciliation process. (...)

CONTINGENCY MASTER MESSAGES:

- The coup is unconstitutional; the political situation must be legitimised through immediate elections.
- Actions to contain the epidemic are in place and are effective.

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- The Security Forces have strict rules of engagement. Breaches will be investigated and action taken if necessary.

REFERENCES TO BE AVOIDED:

- Religious text.
- Religious or ethnic affiliation.
- Ethnic or religious innuendo.
- Judgements about the role of women.
- Any discord in the Coalition/Alliance.
- Any sexual theme and picture.
- Inadvertently raising expectations (e.g., concerning the duration of the Coalition/Alliance's commitment).
- Specialist vocabulary and acronyms (e.g., military).
- Internally-held information that might be exploited, if divulged, to the detriment of the safety of supportive actors.
- Appearing to favour one party or group.
- Provocative inter-cultural issues.
- (...)

CONTRADICTIONS

By supporting the host government as the legitimate framework for change, the credibility of other messages reassuring the local population that the Coalition is actively seeking change and does not support corrupt or unconstitutional practices will be threatened. Both messages are necessary, but are potentially mutually destructive. Particular care will need to be taken in managing the use of these messages and monitoring their impact.

Annex D: Information Strategy Document (Format)

References:

1. Introduction

(purpose, scope, customers, use, review and approval)

2. Context

2.1 Strategic Assessment of the Information Environment

(reference to the respective assessment product; summary of the most important aspects)

2.2 Mandate

(reference to the formal authorisation of the mission)

2.3 Transition State

(as provided in the CCS)

2.4 Strategic Objectives

(as provided in the CCS)

2.5 Outcomes

(as provided in the Framework Plan; reference)

3. Information Objectives

(with explanation and reference to campaign phasing, as appropriate; assessment criteria for each Information Objective)

4. Themes and Key Master Messages

4.1 Themes

(with explanation; including topics to avoid)

4.2 Key Master Messages

(selected enduring, top-level, cross-theme messages; reference to detailed enclosure that lists all Master Messages)

5. Approved Audiences and Targets

5.1 Audiences

(strategic-level approved audiences to be addressed by the Information Campaign; respective limitations)

5.2 Targets

(targets identified for strategic/political significance and/or sensitivity; respective limitations)

6. Potential Actors

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(potential actors to convey messages to approved audiences or serve approved targets, respectively; to be specified during activity and project planning)

7. Co-ordination Requirements

(processes and structures required for the co-ordination of contents, actors and activities; reference to enclosure: TORs of relevant bodies/organisations)

Enclosure 1 – Master Messages

(complete list of Master Messages mapped to Information Objectives, Themes, Audiences and Outcomes; reference to campaign phasing, as appropriate)

Enclosure 2– Terms of Reference

(Special Advisor (Information) to the Strategic Forum; ISCG; Information Advisor to the IIF; ISWG)

Annex E: Generic Job Descriptions^{94 95}

The Special Advisor (Information) to the Strategic Forum

The Special Advisor (Information) is a senior subject matter expert, nominated by the Coalition lead nation. His position would be endorsed by the Coalition partners, requiring that he will be accountable to them.

Within the scope of his mission he performs functions as the Coalition principal advisor on all information issues. He may also act as the Coalition's spokesperson at the strategic-political level. In addition, he chairs the ISCG and is a permanent member of the Strategic Forum.

His detailed responsibilities include:

- advice to the Strategic Forum for integrating expert advice in the strategic-political decision-making process;
- co-ordination with Coalition partner government organisations/agencies on issues related to the information environment;
- facilitating/directing the strategic assessment of the information environment;
- advising on and contributing to the development of initial Themes, Key Master Messages, and Information Objectives;
- providing functional guidance to the ISWG and coordinating strategic-political issues with the IIF;
- review of the final Coalition Information Strategy and presenting it to the Strategic Forum for approval;
- assisting the CSR in co-ordination and management of information issues during the implementation phase.

In order to cope with these functions, the Special Advisor (Information) will be assisted by a team of assistants and a limited supporting staff. In his absence (e.g., when involved in Strategic Forum discussions) his tasks in the ISCG will be taken on by a Deputy selected from National Representatives based on seniority and experience.

The National Representatives in the Information Strategy Co-Ordination Group

National Representatives in the ISCG are nominated by their respective governments to advocate national positions on information issues. The ISCG is the Coalition body formed at the strategic-political level to harmonise and integrate guidance for Coalition information activities.

⁹⁴ CD&E within MNE 5 mainly refers to Coalition operations. MNE 5 specific information will use the term 'Coalition' – to be understood in a broader sense, applicable to multinational crisis management activity in general, regardless of organisational form.

⁹⁵ Throughout the document, pronouns are to be understood gender-neutral; they should neither reveal nor imply the gender or sex of a person.

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National Representatives contribute to the following functions:

- integration and co-ordination of Coalition partners' national interests, requirements and caveats related to the information environment and the information factor in Coalition plans and activity;
- advice to strategic planning on issues related to the information environment and the information factor in Coalition plans and activity, including the development of Information Objectives as part of the CCS, and approval of the Coalition Information Strategy by the Strategic Forum;
- drafting of functional guidance to the ISWG for the development of the Coalition Information Strategy and information-related input to the development of the interagency Framework Plan;
- approval of recommendations and input by the ISWG to implementation planning, management and evaluation of Coalition activity.

These functions will be performed mainly through ISCG processes. However, as National Representatives are members of their respective national delegations to the Coalition Strategic Forum, they will also inform their delegations on relevant issues and as such influence the strategic planning process in parallel to ISCG discussions.

National Representatives are assigned to the ISCG on a temporary basis. They are entitled to authoritatively represent national perspectives and caveats. They are not in any sense under the command of the ISCG and may withdraw at any moment should they feel that the values or principles of their nation are likely to be seriously compromised. At all times they will continue to report to their sending government authority.

Note: The above description correspondingly applies to representatives of international or regional organisations, as required.

The Information Advisor to the Interagency Implementation Forum

The Information Advisor to the IIF is appointed by the Strategic Forum, on behalf of the Coalition member states, as the principal advisor to the CSR on all information issues. He oversees and guides the ISWG and advises implementation planning, management and evaluation of Coalition activity as a permanent member of the IIF. He also directs and guides the Coalition's spokesperson at the operational/in-theatre level.

His detailed responsibilities include:

- integrating expert advice in the operational/in-theatre decision-making process;
- providing recommendations to the ISCG at the strategic level, and coordinating operational/in-theatre issues with the Special Advisor (Information) to the Strategic Forum;
- integration of functional expertise and harmonisation of information activities in planning, management and evaluation of Coalition operations;
- advice to the IIF for development of the interagency Framework Plan;
- approval of the IIF media policy (developed by the IIF Spokesperson to guide contacts of IIF members with the media);

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- facilitating/directing development of the Coalition Information Strategy;
- presenting the Coalition Information Strategy to the ISCG for review;
- assimilating evaluation data relative to the Coalition Information Strategy and making recommendations to the CSR and the ISCG;
- providing guidance to functional/organisational representatives in the ISWG for the development of information activities and Project Plans.

In order to cope with these functions, he will be supported by a team of Deputies and a capable Assisting Staff.

The role of the Information Advisor is multinational by nature: he is representing the coordinated functional expertise on the information environment of participating organisations – not any national perspective, be it that of his own country or that of the lead nation.

He will be granted Coordinating Authority: 'the assigned responsibility for coordinating specific capabilities, functions or activities involving two or more agencies (organisations or commands)'. This means that he has the authority to require consultation between the agencies involved or their representatives, but he does not have the authority to compel agreement. In case of disagreement, he should attempt to obtain essential agreement by discussion. In the event it is impossible to obtain this essential agreement he shall refer the matter to the appropriate authority – in this case to the CSR. If no appropriate solution can be found at this level, the matter needs to be raised to the Strategic Forum as the owner and approval authority of the Coalition Information Strategy. The Special Advisor (Information) to the Strategic Forum should be kept informed at all times and he will be his primary functional point of contact at the strategic level.

The Functional/Organisational Representatives in the Information Strategy Working Group

The functional/organisational representatives in the ISWG ('Information Representatives') represent the expertise/views/positions of their respective parent organisation. The ISWG is the Coalition body formed at the operational/in-theatre level to harmonise and integrate guidance for Coalition information activities.

Information Representatives contribute to the following functions:

- advice to implementation and activity planning on issues related to the information environment and the information factor;
- recommendations to the strategic-political level concerning information activities and assessments of the information environment;
- development of the Coalition Information Strategy, including the provision of advice on the information factor for incorporation in the interagency Framework Plan;
- assisting/guiding activity planning, co-ordination of the conduct of information activities, and receiving feedback from assessment/evaluation of operations;
- co-ordination of participating organisations' planning, management and evaluation of in-theatre Coalition information activities;

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- co-ordination with host nation government agencies, and regional and other organisations in theatre, as appropriate.

The Information Representatives, together with their colleagues in the ISWG, constitute the interface between the organisations and agencies conducting information activities and the implementation planning, management and evaluation processes to ensure that guidance provided with the Coalition Information Strategy is implemented for in-theatre Coalition information activities in a coordinated manner.

The Information Advisor to the IIF is granted Coordinating Authority: 'the assigned responsibility for coordinating specific capabilities, functions or activities involving two or more agencies (organisations or commands)'. This means that he has the authority to require consultation between the agencies involved or their representatives, but does not have the authority to compel agreement. In case of disagreement between the agencies involved, he should attempt to obtain essential agreement by discussion. In the event it is impossible to obtain essential agreement he shall refer the matter to the appropriate authority – in this case to the IIF. If no appropriate solution can be found at this level, the matter will be raised to the Strategic Forum as the owner and approval authority of the Coalition Information Strategy.

Information Representatives are not in any sense under the command of the ISWG and may withdraw at any moment should they feel that the values or principles of their parent organisation or the organisation that they are representing are likely to be seriously compromised, or if the benefits of engaging in the ISWG no longer exceed the costs. At all times they will continue to report to their parent organisation.

Annex F: List of IS Focus Area Issues for MNE 5

- 10.1. How do we describe the characteristics of the information environment to support focused Systems Analysis?
- 10.2. What means, methods and training do we need to gain a comprehensive and systemic understanding of the information environment?
- 10.3. How do we incorporate comprehensive, clear, and achievable guidance for Coalition information activities (Coalition Information Strategy) in multinational interagency planning?
- 10.4. How do we translate and implement the Coalition Information Strategy for coordinated civil and military action?
- 10.5. How can we identify, rate, and exploit the full spectrum of effects in the information environment resulting from military and civil information activities within a Comprehensive Approach?
- 10.6. How do we appropriately consider the opportunities and risks associated with mainstream military and civil actions and effects in the information environment?
- 10.7. How do we design and implement efficient and effective advice and co-ordination for planning, execution and assessment of military information activities?
- 10.8. How do we coordinate effects and activities related to the information environment amongst military and civil actors within a Comprehensive Approach?
- 10.9. How do we share information to enable efficient and effective multinational interagency planning for Coalition information activities?
- 10.10. How do we share information to enable efficient and effective execution and assessment of military and civil information activities?

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Annex G: Lexicon

Part 1: Glossary of Terms and Definitions

Activity

Actions taken or work performed that translates inputs into outputs. Set within organisations' activity or program planning processes.

[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]

Areas of Activity

National or organisational means to enforce political will or exert influence on others, applicable to solve a conflict, including political, diplomatic, economic, informational, developmental, military, law enforcement activities, state-led/institutional humanitarian assistance and civil administration support; sometimes also referred to as 'instruments of power'.

[MNIOE]

Command and Control Systems (C2S)

Command & Control Systems (C2S) consist of an assembly of equipment, methods and procedures – including planning and decision-making tools –, and personnel that enable commanders and their staffs to exercise command and control.

[AAP-6 – NATO Glossary of Terms and Definitions]

Communication

Communication is a process for the exchange of information between individuals to convey meaning through a common system of signs (natural, universal), symbols (by human convention), or behaviour. It may occur verbally and/or non-verbally, consciously or not consciously, with the potential to affect change.

[Based on: Merriam-Webster's Medical Dictionary: <http://www.m-w.com/dictionary/Communication> and www.regent.edu.]

Communication and Information Systems (CIS)

Communication & Information Systems (CIS) consist of an assembly of equipment, methods and procedures and, if necessary, personnel, organized to accomplish information processing and transfer functions.

[AAP-6 – NATO Glossary of Terms and Definitions]

Comprehensive Approach

In the context of MNE 5, the term 'Comprehensive Approach' will be used in a broad generic sense to describe the wide scope of actions undertaken in a coordinated and collaborative manner with the affected nation(s). Co-ordination and collaboration

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includes national civilian government agencies and their defence and security forces, international and intergovernmental organisations, non-governmental organisations and the private sector to achieve greater harmonisation in the analysis, planning, management, and evaluation of actions required to prevent, ameliorate, mitigate and/or resolve the conditions precipitating a crisis.

[The Comprehensive Approach: A Conceptual Framework for MNE 5 (Version 0.11, dated 18 Sep 07)]

Coordinating Authority

The assigned responsibility for coordinating specific capabilities, functions or activities involving two or more agencies (organisations or commands).

[Based on: AAP-6(2007) – NATO Glossary of Terms and Definitions]

Information

An assembly of data in any medium or form capable of communication and use by assigned meaning through known conventions used in symbolic representation.

[Based on: Effects-Based Approach to Multinational Operations CONOPS (Version 1.52, dated 05 Aug 08)]

Information Activities

Actions designed to affect information and/or information systems. They can be performed by any actor and include protective measures.

[MNIOE]

Information Environment

The virtual and physical space, in which information is received, processed and conveyed. It consists of the information itself and information systems.

[MNIOE]

Information Objectives

Information Objectives are Outcomes to be created in the information environment. They should be measurable to enable analysis, planning, execution/management and assessment/evaluation of related actions and/or outputs.

[MNIOE]

Information Society

A society in which the creation, distribution, diffusion, use, and manipulation of information is a significant economic, political, and cultural activity.

[MNIOE]

Information Strategy

The Information Strategy states the interagency and multinational approach across all levers of power to crisis/conflict prevention and resolution in the information

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environment. It provides mission-specific strategic and political guidance for civil and military information activities in support of mission objectives.

[MNIOE]

Information Systems

Socio-technical systems for the collection, processing and dissemination of information. They comprise personnel, technical components, organisational structures, and processes that create, collect, perceive, analyse, assess, structure, manipulate, store, retrieve, display, share, transmit and disseminate information.

[MNIOE]

Information Technology

Information Technology (IT) encompasses all forms of technology used to create, store, exchange, and use information in its various forms (business data, voice conversations, still images, motion pictures, multimedia presentations, and other forms, including those not yet conceived). It is a convenient term for including both electronic communications and computer technology in the same word.

[Based on http://searchdatacenter.techtarget.com/sDefinition/0,,sid10_gci214023,00.html]

Input

The financial, human and material resources used for the activity or intervention. Set within organisations' activity or program planning processes.

[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]

Instruments of Power

See 'Areas of Activity'.

Key Master Messages

A key master message is a cross-theme, top-level message.

[MNIOE]

Master Message

Master Messages are messages approved by the strategic-political level and listed in the Information Strategy.

[MNIOE]

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Media

A medium is defined as a carrier of something. Media content may comprise art, reports of facts, and expressions of ideas or opinions in a form that allows these to be consumed independently (in time or in place) from their creation. In this context 'the media' refers to organisations or persons who gather and disseminate news, and the means by which news is transmitted.

[Based on: http://www.reckon.co.uk/open/A_definition_of_the_media_sector and MC 457/1 – NATO Military Policy on Public Affairs]

Message

The object of communication; a thought or idea expressed briefly in a plain, coded, or secret language⁹⁶, prepared in a suitable form for transmission by any means of communication.

[AAP-6(2007) – NATO Glossary of Terms and Definitions]

Outcomes

The intended or achieved short-term and medium-terms effects of an intervention's outputs, usually requiring the collective effort of partners. Outcomes represent changes in environmental conditions which occur between the completion of outputs and the achievement of strategic objectives. Set within the implementation planning process and subject to approval by the strategic planning group.

[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]

For focus area IS internal purposes this definition is amended and substantiated as follows: Outcomes are intermediate system states or a more detailed description of the situation en-route to the achievement of Strategic Objectives. They establish benchmarks by which to judge the overall progress of an operation over time. In other contexts also called 'Decisive Conditions'.

[MNIOE]

Outputs

The intended immediate result, product, goods or services that result from an activity. The output may be physical or more cognitive affecting attitudes and behaviour. The actual outcome of the activity may however not be as intended due to inaccurate information, false assumptions and the impact of external influences. Set within organisations' activity or program planning processes.

[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]

⁹⁶ It is recognised that actions and behaviour are capable of delivering messages as well as the spoken or written word; therefore, the term 'language' should be understood in a broader sense here.

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Security Environment

A complex political-military web of regional, cultural, and political competitions and conflicts, involving threats to vital interests posed by a variety of actors.

[MNIOE]

Strategic Objectives

Descriptions of the situation as key obstacles in the achievement of the transition state are overcome. The realisation of the strategic objectives indicates the achievement of the transition state and will usually require the involvement of several arms of government. Set within the strategic planning process.

[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]

For focus area IS internal purposes this definition is amended and substantiated as follows: As the highest-level breakdown of the Transition State, Strategic Objectives describe conditions that need to be met in order to reach the desired Transition State. Their achievement usually requires the involvement of several areas of activity.

[MNIOE]

Strategic Vision

A description of the situation in broad terms once 'success' in terms of the Coalition's political objectives has been achieved. While it provides the long-term perspective for the Coalition effort, it is usually too far-reaching to enable multinational interagency planning processes. Set within the strategic planning process.*[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]*

For focus area IS internal purposes this definition is amended and substantiated as follows: The Strategic Vision provides the long-term perspective for the Coalition effort. It describes the overall system state of the crisis area in a global context that ideally exists when no further external intervention in any area of activity is required to sustain an acceptable situation and the formal Coalition can be dissolved.*[MNIOE]*

Theme

The unifying subject or idea of a message or set of messages.

[Based on: <http://en.wikipedia.org/wiki/Theme>]

Topic

A topic is a subject which characterizes the crisis and is of concern to relevant actors.

[MNIOE]

Transition State

Threshold where the situation is sustainable enough to autonomously evolve toward the strategic vision. The description of the transition state should be rich in context

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and content and must take into account the specificities of the situation and address the causes of the conflict. Whilst Coalition engagement may continue beyond the Transition State it marks a fundamental shift in the nature of the Coalition's engagement. It is expected that the transition state will be attained by the achievement of the Strategic Objectives. Set within the strategic planning process.

[GBR Development, Concepts and Doctrine Centre (DCDC) / USJFCOM-J9: Cooperative Implementation Planning, Management and Evaluation – Outline Concept v2.9 (08 Aug 08)]

For focus area IS internal purposes this definition is amended and substantiated as follows: The Transition State postulates the single, unambiguous purpose towards which crisis/conflict resolution activities are directed, and which will be attained by the achievement of Strategic Objectives. It describes the overall situation in a security environment as a system state which needs to exist before an intervention can be terminated on favourable terms or key responsibilities can be (re-)transferred to local authorities or other international actors. In other contexts also called 'Mission End State'.

[MNIOE]

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Part 2: Abbreviations

ACT	NATO Allied Command Transformation
AP&C	Activity Planning and Co-ordination
C2S	Command and Control Systems
CCS	Coalition Comprehensive Strategy
CD&E	Concept Development and Experimentation
CICDE	FRA Centre Interarmées de Concepts, de Doctrines et d'Expérimentations
CIME	Cooperative Implementation Management and Evaluation
CIP	Cooperative Implementation Planning
CIS	Communication and Information Systems
CONOPS	Concept of Operations
CSR	Coalition Special Representative
DCDC	GBR Development, Concepts and Doctrine Centre
EBAO	Effects-Based Approach to Operations
EU	European Union
HA	Humanitarian Assistance
HQ	Headquarters
IABG	Industrieanlagen-Betriebsgesellschaft mbH
IC	International Community
IIF	Interagency Implementation Forum
Info Ops	Information Operations
INFOSEC	Information Security
IO	International Organisation
IS	Coalition Information Strategy/Information Operations (MNE 5 Focus Area)
ISCG	Information Strategy Co-ordination Group
ISWG	Information Strategy Working Group
IT	Information Technology
KD	Knowledge Development
KdoStratAufkl	Kommando Strategische Aufklärung
LOE	Limited Objective Experiment
MC	Military Committee
MIC	Multinational Interoperability Council
MIE	Major Integrating Event
MOU	Memorandum of Understanding
MNE	Multinational Experiment
MNIOE	Multinational Information Operations Experiment
MNISP	Multinational Interagency Strategic Planning
NATO	North Atlantic Treaty Organisation
NGO	Non-Governmental Organisation
NUPI	Norwegian Institute of International Affairs/Norsk Utenrikspolitisk Institutt
Org	Organisation
PA	Public Affairs
PVO	Private Volunteer Organisation
QDR	Quadrennial Defence Review
SHIFT	Shared Information Framework and Technology
SPG	Strategic Planning Guide
TOR	Terms of Reference
UN	United Nations
US JFCOM	United States Joint Forces Command
ZTransfBw	Zentrum für Transformation der Bundeswehr

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MNIOE Analytical Concept, Final Draft, Version 1.0

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Point of Contact:

Kommando Strategische Aufklärung (KdoStratAufkl)
- Gruppe Informationsoperationen (Grp InfoOp) -
Attn: LTC Peter E. Westenkirchner
Robert-Schuman-Platz 3
D-53175 Bonn, Germany
Phone: +49 (0)228 43320-464
E-mail: peterwestenkirchner@bundeswehr.org